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ABSTRACT

This report describes educational and vocational guidance services for adolescents and young adults in Denmark, the Federal Republic of Germany, and the Netherlands. It is drawn from a larger study that was conducted to compare the nature and size of guidance services, their staffing and funding, the identity of their clients, and in particular, the coordination existing between the different branches of the services. This document contains three parallel reports, with each report organized in four sections. In each country's report, the first section provides background information about guidance services. The second, largest section describes the structure and staffing of professional guidance services. Information is included on guidance for various levels of schooling and for various populations. The third section of each country report establishes linkages between the various aspects of guidance, and the final section draws conclusions about the state of guidance in each country and makes recommendations for the future. (KC)

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ED314551

EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES FOR THE 14-25 AGE GROUP

DENMARK, FEDERAL REPUBLIC OF GERMANY AND THE NETHERLANDS

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EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES
FOR THE 14-25 AGE GROUP:
Denmark, Federal Republic of Germany and the Netherlands

Document

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Introduction to Country Studies - Watts' study on guidance

The Director of the National Institute for Careers, Education and Counselling (NICEC, Cambridge, U.K.), Mr. A. Watts has recently concluded his work on a study on Education and Vocational Guidance Services for the 14-25 age group within the Member States of the European Community.

He was assisted in this extensive and complicated study by a multilingual team, representing all Member States, and in particular by Ms. C. Dartois of the Agence Nationale pour le Développement de l'Education Permanente (ADEP) France, and Mr. P. Plant, Guidance Counsellor, Denmark.

As is well-known, since 1980, unemployment amongst young people has risen dramatically, and Member States have initiated or intensified their programmes of training and work-experience for young people, whether school-leavers or unemployed. A problem encountered by all Member States is to provide the right quality and quantity of guidance for young people in their choices in school or on the labour market. The Second Community programme on Transition of Young People from School to Adult and Working Life has guidance as one of its central themes, and several projects are concerned wholly or partially with this problem. As a result of the Commission's work in this programme, and studies such as that by Professor Drévillon on recent developments in Member States policy on guidance, the Commission's services concluded that it was necessary to make an indepth study on guidance issues, Community wide, for the 14-25 age group, with a view to providing Member States with an overall picture of guidance provision and needs, and to formulating future Community policy in this field.

The study set out to cover in a comparative way the nature and size of guidance services, their staffing and funding, the identity of their clients, and in particular the cooordination existing between the different branches of the services. It has now been successfully completed.

A synthesis report of Mr. A. Watts, Ms. C. Dartois and Mr. P. Plant, analysing all the country studies has already been published as a Social Europe Supplement[1].

Each country study was produced by an expert on guidance from the Member State concerned, in cooperation with one of the three coordinators named above. Each study has been written according to the same basic plan, thereby affording easy comparison. There will be four volumes published as follows :

1. Reports from United Kingdom, Ireland and Greece (in English)
2. Reports from Denmark, Federal Republic of Germany and Netherlands (in English)
3. Reports from France, Belgium and Luxembourg (in English)

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4. Reports from Italy, Spain and Portugal (in English)[1]

The reports can be read separately since each is self standing, or together with the synthesis report. However only the synthesis report contains the author's recommendations to the Commissions's services and those of Member States. An executive summary of the synthesis report and its conclusions and recommendations have been published as an Article in Social Europe. [2]

The services of the Commission feel that the quality and range of the country reports will provide a most useful base for information and for policy formulation for administration and policy makers within the Member States, and would like to express their thanks to all who contributed to the success of the study.

Paul Gormley

Paul Gormley

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(1) The country reports on Spain and Portugal do not form part of the synthesis report

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EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES
FOR THE 14-25 AGE-GROUP
IN DENMARK

Peter Plant
Horsholm, Denmark

A contribution to a study conducted by A.G. Watts, C. Dartois and P. Plant
on behalf of the Commission of the European Communities
(Directorate-General for Employment, Social Affairs and Education)

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I. BACKGROUND

Like most other countries in the European communities, Denmark has experienced a sharp rise in the figures of youth unemployment over the last decade. On average the 14-25 age group has suffered more from unemployment than has the rest of the population: in 1984, youth comprised approx. 25% of the unemployed (1). In 1983, in this age group, 18.9% were registered as unemployed, as opposed to 11.9% of the rest of the population (2). Transition programmes, vocational introduction courses, subsidies for employers and even schemes guaranteeing education and/or employment have been set up to solve the problem of youth unemployment, which is looked upon as one of the major political problems by virtually all political parties (3). To some extent vocational and educational guidance is considered as part of the effort to combat this problem: "insufficient counselling" has been reproached as being responsible for the "maladjustment" of young people (4).

In a broader context, however, guidance has never been considered to be a solution to unemployment. Thus the Act on Vocational and Vocational Guidance of 10 June 1981 clearly states that "Educational and Vocational Guidance serves the purpose of preparing the individual for his (her) choice of education or vocation". Furthermore, "Guidance shall be given with due regard to the personal qualifications of the individual and the future employment prospects for the purpose of ensuring that the person concerned obtains a satisfactory educational foundation and working life position" (5). It is interesting to note that these paragraphs stress the importance of the personal choice of each individual. The underlying non-directive approach is clear - and is adopted by most Danish counsellors.

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(1) Arbejdsmarkedsoversigt 1986, p. 15, Arbejdsdirektoratet, København (Kbh.), 1986

(2) Indsatsen mod ungdomsarbejdsløsheden, 1983, p. 19, Arbejds-, Indenrigs- og Undervisningsmin., Kbh., 1984

(3) More Young People Into Activity, Action programme of the Government, Feb. 1983, a report to the Parliament

(4) Forskning i krise og arbejdsløshed 1981-82, p. 55, Arbejds- og Undervisningsmin., 1983

The Act of 1981 covers all the activities in educational and vocaional guidance in Denmark. A common piece of legislation is possible because the different guidance services are public: private services are virtually non-existent. Young people themselves have (in a few cases) established activity centres, with some public funding. One example is "A-huset", where job-creation, job-seeking and campaigns against youth unemployment are among the activities (6). This kind of initiative may be seen as a step towards more informal counselling methods, though this trend is not yet strong.

The Danish educational system can roughly be divided into the following main areas:

1) Primary and lower secondary education (the Folkeskole).

2) General upper secondary education (Gymnasia and courses leading to Higher Preparatory education (HF)).

3) Vocational education and training (apprenticeship training, vocational training (EFG), and courses leading to a basic technical commercial examination).

4) Further and higher education.

5) Adult education.

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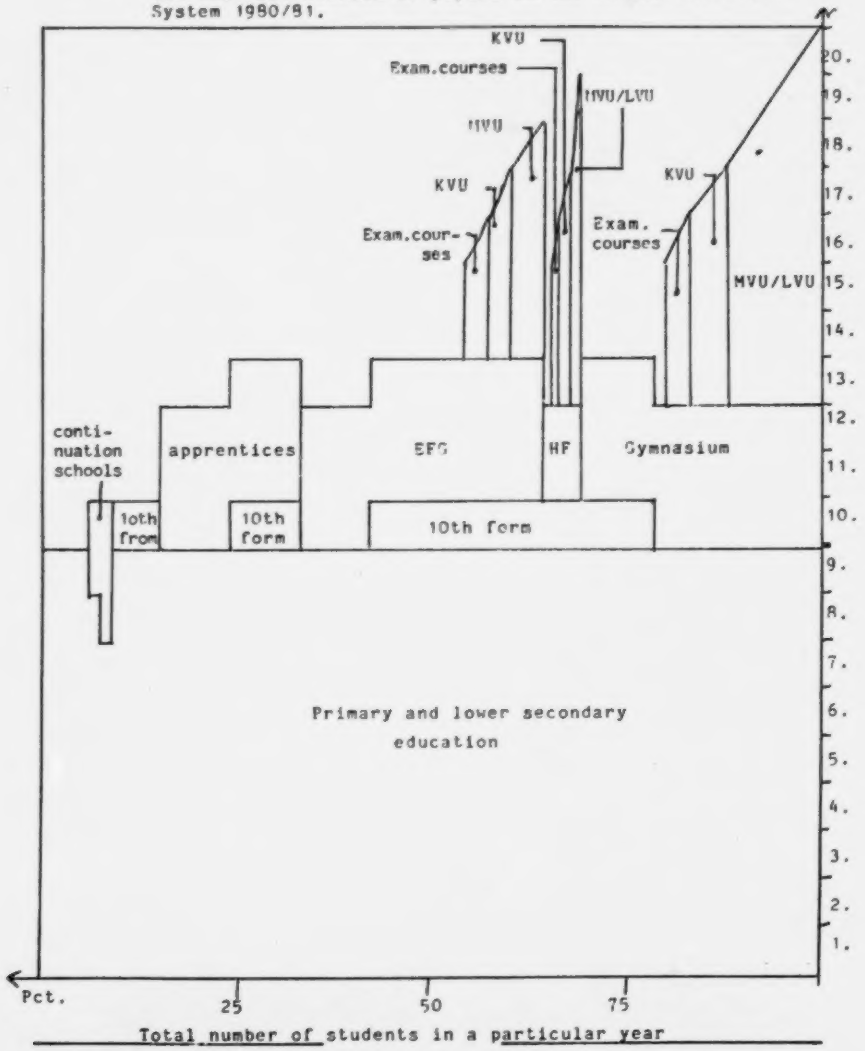
(5) Act no. 276 of June 10 1981 on Educational and Vocational Guidance, Ministry of Labour, Kbh., 1981

(6) Info Action '85, Working Document, EEC, Bruxelles, 1986

Table 1 gives a general outline of the proportions of young people in the different kinds of educational institutions.

Table 1: Structure and distribution, Danish Education System 1980/81. Here quoted from: "The Education System", Danish Ministry of Education, Kbh., 1982

DENMARK: The educational pyramid 1980/81. Survey of the structure of and the distribution of pupils in the Danish Education System 1980/81.



Notes: EFG = Basic Vocational Education, HF = Higher Preparatory Examination, KVU = short cycle higher education, MVU = medium cycle higher education, LVU = long cycle higher education.
Source: Economic-Statistical Division

By the end of 1982, the sectoral location of young people was as shown in table 2.

Table 2: Sectoral location of the 14-24 age group, Denmark, 1982. From:"Hvidbog om indsatsen mod ungdomsarbejdsløshed", p. 45, Arbejds-, Finans-, Social- og Undervisningsministeriet, Kbh., 1985

	Alder 1. januar 1983										
	15	16	17	18	19	20	21	22	23	24	I alt
Unge i alt	80.552	87.293	84.486	82.494	81.181	76.548	75.399	75.269	73.000	73.666	789.888
I Under udd.	78.507	78.296	60.664	52.542	40.449	25.885	18.820	17.407	15.518	13.449	401.537
a. komp.giv.udd	115	2.023	10.943	24.645	10.391	23.295	17.474	16.435	14.870	12.979	152.835
b. ikke komp.giv. udd.	78.392	76.273	49.724	27.897	30.058	2.590	1.346	971	648	470	248.702
c. beskæftigede	19.272	31.179	31.183	33.984	30.296	19.981	13.557	12.249	10.850	9.470	212.021
d. ud. for arb.st.	59.235	47.117	29.481	18.558	10.153	5.904	5.263	5.158	4.668	3.979	189.516
e. SU-modtag[1] stipendier	250	250	12.531	23.725	13.769	8.219	9.589	11.721	10.426	8.733	99.213
II Ikke under udd.	2.045	8.997	23.822	29.952	40.732	50.663	56.579	57.862	57.482	60.217	388.351
a. beskæftigede	529	5.257	15.041	16.883	24.870	34.378	40.393	42.780	43.654	46.503	270.288
i komp.giv.udd.		5	27	324	2.621	10.538	17.360	19.485	21.590	24.660	96.610
ii ikke komp. giv.udd.[2]	529	5.252	15.014	16.559	22.249	23.840	23.033	23.295	22.064	21.843	173.678
iii beskæftig.arb.[3]	45			983							1.028
iv jobskab[4]											5.760
v arb.tilbud[5]											7.120
b. ledige	1	61	403	6.039	8.668	10.273	11.187	10.408	9.386	9.126	65.552
i komp.giv.udd.			3	69	738	2.388	3.588	3.574	3.265	3.131	16.756
ii ikke komp.giv.udd[2]			400	5.970	7.930	7.885	7.599	6.834	6.121	5.995	48.734
iii ledighedsgr. for ledige			0,17	0,27	0,36	0,35	0,37	0,35	0,36	0,36	0,36
c. uden for arb st.	1.515	3.679	8.378	7.030	7.194	6.012	4.999	4.674	4.442	4.588	52.511
i komp.giv.udd.		2	1	28	114	303	422	558	594	651	2.673
ii ikke komp. giv.udd[2]	1.515	3.677	8.377	7.002	7.080	5.709	4.577	4.116	3.848	3.937	49.838
iii EIFU- kurser[6]	518			726		484					1.728
iv komb. progr.[7]	199			258				26			483
d. komp.giv.udd.		7	31	421	3.473	13.229	21.370	23.617	25.449	28.442	116.039
e ikke komp.giv. udd.[2]	2.045	8.990	23.791	29.531	37.259	37.434	35.209	34.245	32.033	31.775	272.312

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[1] Statens Uddannelsesstøtte - perioden 1. august 1982 - 31. juli 1983, alder 31. december 1983

[2] Inkl. uoplyst uddannelse

[3] Arbejdsdirektoratets årsberetning 1982 bilagstabel 25 - (oplyste arbejdstimer)/2080 = antal helårspersoner.

[4] Faktisk etablerede pladser ultimo 1983.

[5] Skøn - Arbejdsdirektoratets pressemeddelelse 20. april 1983 og 29. maj 1984. - (gns. bestand 1982) x (gns. bestand 1983) x (placerede 1982/placerede 1983); gns. bestand 1982 er fordelt med 47 pct. mænd og 53 pct. kvinder, blandt hvilke hhv. 22 pct. og 27 pct. er mindre end 25 år.

[6] Indsatsen mod ungdomsarbejdsløsheden sept. 1983 tabel 3.24 og Arbejdsmarkedsuddannelsesstatistik 1981 tabel 11 - (personer påbeg.) x (antal kursusuger 1981)/(antal kurser 1981) x 52 = antal helårspersoner.

[7] Indsatsen mod ungdomsarbejdsløsheden sept. 1983 tabel 4.30 -483 helårspladser fordelt på aldersgrupper i samme forhold som de 907 personer, der i 1982 var omfattet af ordningen.

Kilde: Danmarks Statistik (bortset fra de i noterne angivne kilder).

Notes.

Translation: "I alt"= total.
"Under udd."= in education.
"Ikke under udd."= not in education.
"beskæftigede"= employed.
"ledige"= unemployed.
"uden for arb. st."= out of the labour force.

The differences between the 16, 18, and 24 year-old age groups are considerable, in the sense that the percentage of young people in education, in employment, or in unemployment differs radically, as shown in table 3.

Table 3: The distribution of young people aged 16, 18, and 24, Denmark, 1982. Percentages. Here quoted from the same source as table 2, p.5. For explanatory notes: see table 2.

	16 årige	18 årige	24 årige
• Under uddannelse	89	64	18
• Ikke under uddannelse	10	36	82
- Beskæftigede	6	21	63
- Ledige	0	7	13
- uden for arbejdsstyrken	4	8	6

Note: Unemployment-figures and percentages may vary in this paper, due to different methods of registration.

The number of young men drafted to military service has been dropping over the last decade; from approx. 11,000 in 1975 to 8,000 in 1985, the number of volunteers rising from 11.5% to 83.7% (7). The growing proportion of volunteers may be seen as some young men's response to the lack of other occupational opportunities. But, as the figures show, there has been no attempt to increase the number of conscripted men as a measure to fight youth unemployment.

The number of young people of both sexes is currently dropping. This fact is regarded by some employers' organisations as one of the big problems of the future: there might soon be a shortage of young people. Then the problem will be the opposite of what we experience now: we might have "youth overemployment", i.e. an unsatisfied demand for young, skilled workers. Accordingly, in order to get more young people to consider e.g. careers in the technical field, employers' organisations have started campaigns to get more young females into their line of business (8).

(7) Frivillig værnepligtstjeneste, forsvaret, på mødetidspunktet, 1975-1985, Forsvarskommandoen, 1986

(8) Kællingeknuder, red. Peter Plant, Studie og Erhverv, 1986

II. THE STRUCTURE AND STAFFING OF PROFESSIONAL GUIDANCE SERVICES

(a) Introduction

The historical background to the growth of educational and vocational guidance shows that it is not closely linked to the current youth unemployment. In fact, the Public Vocational Guidance Service dates back to 1917, when the Employment Service of Copenhagen established a department for apprentice employment and vocational guidance. During the twenties the guidance offered was extended with the addition of a department for psychometric tests. These tests were widely used in the apprentice employment service. In one provincial town in Denmark (Randers) a Psychometric Institute is still in existence, though tests nowadays are not used in guidance to any extent worth mentioning. In the early days of its vocational guidance service, the Central Employment Service compiled a Careers Index which soon became the most-used source of information. An updated version is still the backbone of all official information materials in this field (9).

In 1943 the Ministry of Labour - partly inspired by the progress made in Sweden since 1940 - appointed an official committee which in its report of 1946 recommended the establishment of a nation-wide Vocational Guidance Service for young people, which would include general vocational information and individual vocational guidance. The report recommended that general vocational information be given at schools and proposed that all pupils in their final year at the Folkeskole be given a careers pamphlet and a book

(9) Erhvervskartoteket, Rådet for Uddannelses- og Erhvervsvejledning (RUE), Kbh., 1986

outlining the problems of choosing a career. Film shows, lectures, radio broadcasts, visits to work places etc. should be included in the activities. The individual guidance should be placed under the jurisdiction of the Public Employment Service, which would have to expand with special Vocational Guidance Services run by vocational guidance advisers. It was a matter of fundamental importance that the choice of careers should be free - and that vocational guidance should not be compulsory (10). These basic principles stand to this day.

In 1946, as part of an experimental scheme in vocational guidance, advisers were attached to 8 public employment offices. As a consequence of the success of this scheme, a bill on the matter was passed in the Folketing in 1953: vocational guidance became, in principle, the responsibility of the Public Employment Service. The service was to provide counselling consisting of careers information and free vocational counselling, for young people, in close contact with the schools. Almost without exception, those employed as vocational counsellors were Folkeskole and Gymnasium teachers - the majority of them on a part-time basis.

Since then a revised Vocational Guidance Act (the contents being much the same as in 1953) was passed in 1961, the latter being replaced by the Act of 1981 mentioned earlier (5). The actual state of affairs in 1981 led to the following statement (paragraph 1.3): "Educational and vocational guidance shall be given by the public employment service, by the schools and other educational institutions, and by other authorities and institutions."

(10) Educational and Vocational Guidance in Denmark, Ministry of Education and Ministry of Labour, Kbh., 1981

Educational and vocational "orientering" (i.e. careers education) and "vejledning" (i.e. individual counselling) in schools had no formal base before 1958, though Vocational Guidance Counsellors were widely used in the Folkeskole. Careers education became compulsory in the Folkeskole and the Gymnasium in 1958. In the following years, experimental projects were carried out involving the development of careers education as a subject and of teaching aids for the purpose. Legislative amendments in 1975 and 1977 provided for a broadening of the scope, and educational and vocational guidance was introduced into the Folkeskole and Gymnasium.

Right from the start, two educational innovations, the HF (Higher Preparatory Examination, 1967) and the EFG (Basic Vocational Education and Training, 1973), have included not only collective educational and vocational information, but also personal guidance given by educational counsellors (11;12). In 1977 an educational guidance service at the commercial and technical schools was established for almost all types of courses (13). In the same year the Ministry of Education provided the formal base for the establishment of guidance schemes at the institutions of further and higher education (14).

(11) Currently: Studievejledning i henhold til bekendtgørelse om HF af 24. april 1974, med senere ændringer af 3. juni 1984, Undervisningsmin.

(12) Lov nr. 289 af 8. juni 1977 om EFG, Undervisningsmin.

(13) Currently: Retningslinier for studie- og erhvervsvejledning, 1. april 1981, Undervisningsmin., & studievejlederens opgaver, 1. april 1981, Undervisningsmin.

(14) Currently: Cirkl. af 30. april 1982 om uddannelses- og erhvervsvejledning ved de videregående uddannelsesinstitutioner, Undervisningsmin., & Retningslinier for studievejledning ved børnehave- og fritidspædagogseminarierne, 1. august 1982, Undervisningsmin.

Another Ministry of Education circular in 1977 contained provision for the establishment of municipal contact and information schemes (extended school guidance, youth counselling agencies etc.) (15). This development was carried further in 1982 when the Youth Guidance Act was passed (16). The act made it compulsory for each municipality to provide guidance about educational and occupational possibilities during the two years after the pupils left school, at least until their 19th birthday (see section II h).

The former social-democratic government set up a "Youth-Guarantee Scheme in 2 counties (Århus and Storstrøms Amt) in 1980. These experimental schemes reached out to underprivileged young persons aged 18-25 (17). Along with trying to help them out with their educational, vocational and occupational problems, the projects provided a safety net for youth with social problems as well. But the new liberal-conservative government abandoned these two particular schemes in 1982, due to their supposed lack of "success" in terms of reducing the number of long-term unemployed youth. Their "success", however, must been seen in relation to the target group, which mostly consisted of young women, often on social benefit and with children. The schemes got in contact with 80% of these persons, though they missed the remaining 20% (4 p.240). No other schemes at the time reached that far.

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(15) Act no. 488 of 14 September 1977 on Extraordinary Employment Measures taken by municipalities and counties, with amendments of 1983 and 1985

(16) Lov nr. 289 af 9. juni 1982 om ungdomsvejledning om uddannelses- og beskæftigelsesmuligheder & cirkulære af 30. juni 1982 om ungdomsvejledning om uddannelses- og beskæftigelsesmuligheder, Undervisningsmin.

(17) Ungdomsgarantiforsøget i Århus og Storstrøms Amter, Sammenfattende rapport, Kbh., 1982, Undervisningsmin.

As part of these experiments, a 3-month period was considered the "guidance period", meaning that these 3 months could be spent on individual/group counselling, training schemes, vocational introduction courses etc. After this period the aim was to ensure that the young person in question got a qualifying education or training, an ordinary job, or a combination of all three. This is where the schemes - according to the government in power in 1982 - failed: too many of the "guarantee persons" went into state-subsidised short-term jobs or occupational programmes sponsored by counties and/or municipalities (17 p..121). Looking at the experimental schemes from a guidance point of view it was clear all the way along that guidance resources were too scarce, and that the combined guidance effort (within and without the schemes) needed more co-operation in order to deal effectively with the problems and persons involved (17 p. 202). The follow-up and after-care arrangements were criticised for their lack of consistency (17 p. 126), but the local authorities pointed at the then-existing legislation on "job-creation" (for youth under 25 years of age) in order to establish a coherent offer of occupational possibilities for the target group (17 p. 124). So, in effect, the criticisms of the schemes were levelled not at the guidance provision, but at the structure of opportunities that were available.

The job-creation scheme allowed municipal authorities to go into production of goods and services so long as: (a) the work involved activities which encouraged employment and would not otherwise be performed; (b) the work was of social benefit and had every chance of becoming economically viable or of benefit to a large number of citizens; and (c) the work did not reduce to any significant extent the employment or sales potential of existing companies (18).

The possibilities within this piece of legislation have subsequently been reduced over the last 3 years - and will be dismantled over the next year or so (1986-86) due to new regulations in the Act on Occupational Possibilities for Youth (19). For a number of years - i.e. since 1977 - it has been compulsory for county and municipal authorities to spend a certain amount per inhabitant on combating youth unemployment. From 1987 this will be voluntary (19, paras. 26 & 27). This particular point, however, is one of debate in the Folketing (the Parliament). Most of the money spent over the years has been put into municipal contact-and-information schemes, i.e. extended school counselling, youth counselling agencies, etc. During the last 2-3 years more and more of the money has gone to employers to take an "extra" apprentice or just a young labourer for "work experience" (20).

Due to the fact that the Danish economy has strengthened in 1984-86 - in terms of profits and gross product (21) - the youth unemployment figures recently have dropped a little (1 p. 16). An official report from the Government states that "The number of pupils who left school after completing their basic education in 1984 in order to take youth training courses or to enter the employment market peaked at about 82,000 pupils; this was the largest ever year .....In August

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(18) Lov nr. 286 af 9. juni 1982 om Jobskabelse, Arbejdsmin.

(19) Lov nr. 293 af 21. juni 1985 om beskæftigelsesmuligheder for unge mv., Arbejdsmin.

(20) Arbejdsdirektoratets årsberetning 1983, Arbejsdirektoratet, Kbh., 1984

(21) Budgetredegørelse 1986, Finansmin., Kbh., 1986

1984 a total of 38.421 pupils embarked on a basic vocational training course, of whom 15.800 attended a technical school and 22.571 a business school. A further 13.600 or thereabouts began an apprenticeship training scheme in 1984. The number of pupils entering into training agreements at the end of the one-year basic course continues to increase in relation to previous years. Just under 40.000 pupils completed their basic course in 1984. Of these 9.300 had still not found a work experience place by 1 September 1984, which represents 28% against 31% in 1983." (22).

In addition to this, the local-authority "wage supplement" scheme has improved the employment rate, or at least sustained it - we do not know, naturally, what the result might have been had these subsidies to employers not been in existence.

For the 15-25-year-old an opportunity to establish a more reliable basis on which to select a training course or a job, the EIFU courses (Vocational Training Courses for Young People), have been an option since 1972. The effect of these courses is much discussed (2), but even so the Government raised the number of possible entrants by 10% in 1984 (22). These courses to some extent have an experimental counselling service attached to them (23), being a part of the vocational training schools system. The counselling provided by the EIFU courses is associated with a high degree of practical, workshop-based instruction. The participants are given an opportunity to test their own abilities in various skills.

(22) Report no V/132/85 on the progress made in Denmark in the area of the support provided for young people, Kbh., 1985

(23) Cirkl. af 20. feb. 1981 vedr. forsøgsvis etablering af en kursistvejlederordning, Dir. for Arbejdsmarkedsudd., Kbh.

In the next few sections the major guidance services will be covered: the Folkeskole (section b), the Gymnasium (c), HF (d), Single-Subject Adult Education (e), Vocational Schools (f), Further and Higher Education (g), the Youth Guidance Scheme (h), the Public Vocational Guidance Service (i), and Other Sectors (j). Each section will cover the key areas of clients & tasks and strategies & techniques. Then, in a separate sub-section, follows staffing & training (k).

Regarding funding, guidance is almost entirely a public expenditure - mostly within the educational system - and its cost is "hidden" in the sense that it is included in the budgets of each educational/social/employment institution. So, only rough estimates can be given. Most of the costs are wages; the most recent figures are from 1980 (table 4).

Table 4: Yearly cost; educational and vocational guidance services, Denmark, 1980. From: "Betænkning om uddannelses- og erhvervsvejledning", p. 29, Betænkning nr. 900, Kbh., 1980

	approx. Dkr (1980)
The Folkeskole	65 mill.
The Gymnasium	20 mill.
HF	6 mill.
Vocational Schools	25 mill.
Single-Subject for Adults	15 mill.
Further and Higher Education	3 mill.
Public Vocational Guidance	17 mill.

Only in the case of the Public Vocational Guidance Service are some precise figures stated in the state budget for 1985 (table 5); the corresponding figures for 1986 are not available due to new methods of budgeting.

Table 5: Salaries: Vocational Guidance Officers, 1985

Full-time employed	Dkr	22.929.800
Part-time employed	Dkr	1.298.100
Total	Dkr	24.227.900

Source: "Forslag til Finanslov 1985, Anmærkninger II", Kbh.

It must be recognised that educational and vocational guidance is widely spread over a number of different guidance services and persons - inside and outside the educational system and the Public Employment Service. Most of the staff involved are part-time teachers - and consequently part-time counsellors. Only the vocational guidance officers are, in principle, full-time, and even some of these counsellors have part-time jobs. Approx. 4.000 persons are professionally involved in guidance activities at all levels in Denmark. The major services are shown below (table 6). All services are free to clients: this principle has never been questioned. But some of the psychologists made redundant by the dismantled Psychology Department of the Directorate of Labour (see section II i) have set up a few private services.

Table 6: Educational and vocational guidance: major services, Denmark, 1985

Service	Clients	Main activities
Skolevejledning (municipal) ="teacher-counsellor"	Aged 14-17: Pupils in the Folkeskole	Support class-room teachers Individual guidance Careers education
Ungdomsvejledning (municipal) ="youth guidance"	Aged 16-18: Persons not covered by other guidance services	Individual guidance Referral to other services Co-operation with other guidance personnel
Studievejledning (counties, state) ="educational counsellors"	Aged 16- : Students attending Gymnasia/HF, vocational schools, universities etc.	Study techniques Individual guidance Information on further and higher education
Erhvervsvejledning (state) ="Public Vocational Guidance"	All age-groups: employed as well as unemployed	Individual guidance Information centres Apprentice placement as part of the Public Employment Service Co-ordination of other guidance services

(b) Guidance in the Folkeskole

The School Act of 1958 made careers education compulsory in the Folkeskole. But it did not specify the extent of the service that should be offered. In 1975 a new act was passed and greater emphasis was placed on it: it was stipulated that the 7th-9th forms should normally receive at least a total of 48 lessons of careers education (24). "Arbejdskendskab" (vocational studies, an optional subject) was introduced in order to make the pupils acquainted with educational and labour conditions by means of work experience programmes, visits to work places, etc. (25; 26). This subject was taken by 2.2%, 2.9% and 1.3% of the pupils in the 8th, 9th and 10th forms respectively in 1984/85 (27).

The class-room teacher is responsible for the implementation and co-ordination of careers education. In Denmark, in principle, the class-room teacher is the main teacher of a class, all they way from the 1st to the 10th form. The teacher-counsellor may take part in careers education, primarily on request from the class-room teacher. In addition to the information given to the class as a whole, a pupil also has access to individual guidance - from his/her class-room teacher, from the teacher-counsellor, or from other services inside or outside the school.

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(24) Bekendtgørelse af 27 nov. 1975 om undervisning i visse emner som led i folkeskolens obligatoriske fag, Undervisningsmin., Kbh.

(25) Undervisningsvejledning nr. 26, om kendskab til uddannelsesforhold og til vilkårene i arbejdslivet, herunder besøg og praktikophold i virks. og inst., Undervisningsmin., 1976

(26) Also available in a pamphlet: Vocational Studies, 1978

(27) Arbejdskendskab 1984/85, unpublished figures from the Ministry of Education, Directorate of the Folkeskole, 1986

Work experience programmes - usually of 1-2 weeks' duration - are widely used. Again, the Public Vocational Guidance Service makes this available to some extent; but more so in the past than currently, due to heavy budget-cuts at the Public Employment Service. The total number of work experience placements in the Folkeskole, provided for by the Public Vocational Guidance Service, amount to some 100,000 a year (20 p. 199). This figure is dropping, whereas the number of placements organised by the schools themselves is rising. The extent of this school-based service is not known precisely; the estimated number was 25,000 in 1980 (28).

Since 1976, a nation-wide system of part-time teacher-counsellors ("skolevejledere") has been in effect in the Folkeskole (29). In 1982, teacher-counsellors were allowed in the (private) continuation schools (30); a study carried out in late 1982 showed that approx. 100 out of 150 of these schools had established this service in accordance with the outlines (31). Accordingly, the following paragraphs will apply to the continuation schools as well.

The major task of the teacher-counsellor is to back up the class-room teachers and the vocational studies teachers in educational and practical matters as well as in the individual and group guidance of pupils and parents. They are also responsible for planning external activities (work experience programmes, visits, meetings, etc.) and for assisting in the special guidance of pupils leaving school before their compulsory period of education is ended (32); (attending a school for education is not compulsory in Denmark - only education is!).

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(28) Betænkning om uddannelses- og erhvervsvejledning, Betænkning nr. 900, Kbh., 1980

(29) Cirkl. af 8. april 1976 om skolevejledere i folkeskolen, Undervisningsmin.

(30) Retningslinier for skolevejledere ved efterskolerne af 21. juni 1982, Undervisningsmin.

(31) Vejledning på efterskoler, red. Kurt Gjerrild, Foreningen af frie Ungdoms- og Efterskoler, Kbh., 1982

The teacher-counsellors are appointed by the School Board on the recommendation of the Teachers' Council among the teaching staff of the school in question, the appointments being in principle for a period of 1 year at a time, though in practice until further notice. There are 1.526 teacher-counsellors, 17% being female and 83% male (33): the equivalent of approx. 360 full-time positions (34).

With the broad scope of the teacher-counsellors' tasks in mind, school advisers for careers education ("skolekonsulenter for uddannelses- og erhvervsorientering") have been appointed in 223 cases - 94% are male and 6% female (33) - covering approx. 250 municipalities, and about 80% of the population. They are all teachers, assisting and coordinating teacher-counsellors and teachers on a part-time basis. A few of these advisers are simultaneously employed as vocational guidance officers, but this bilateral arrangement is now being dismantled due to personnel being made redundant at the Public Employment Service in general (20 p. 36).

Finally, in 135 cases (33), covering approx. 150 municipalities, special school advisers (kuratorer) have been appointed to take care of pupils with special needs; 79% are

(32) Undervisningsvejledning for folkeskolen nr. 19 om uddannelses- og erhvervsvejledning, 1976, Undervisningsmin.

(33) Årsberetning 1985, RUE, Kbh., 1986

(34) Paul Jørgensen: Skolevejledere i folkeskolen, Vejleder 1980, rapport nr. 2, Danmarks Lærerhøjskole, Kbh., 1983

male, 21% female (33). These advisers specialise in helping pupils, especially remedial pupils, who have received (or receive at the time of counselling) special education on recommendation of the psychologist's office. The counselling of these pupils takes in a wide range of life-skills, e.g. personal economy, household etc. (35;36). An important element in assisting the pupils in choosing a career is work practice ("arbejdspraktik"), which is a mixture of work experience and actual employment (37).

Regarding strategies and techniques, the different categories of counsellors in the Folkeskole all carry out individual guidance, group work, information services and various forms of liaison work. But one of the characteristics of the Danish approach is that the class-room teacher is the most prominent counsellor. It is a basic principle in the Folkeskole that pupils should get their guidance from the persons that know them - and their background - well. So the teacher-counsellors and the school advisers have a back-up role to play. Even in terms of the amount of time spent on counselling, it is clear that the class-room teacher has the major role, in the sense that the official outlines prescribe this: class-room teachers have more time included in their working-hours for individual guidance in the 7th and 9th

(35) Undervisningsvejledning for folkeskolen nr. 2 om specialundervisning af elever med generelle indlæringsvanskeligheder, 1979, Undervisningsmin.

(36) Vejledende forslag til læseplan. Uddannelses- og erhvervsorientering (specialundervisning), 1979, Undervisningsmin.

(37) Arbejdspraktik og anden erhvervsforberedende undervisning for elever med generelle indlæringsvanskeligheder og visse andre handicappede elever i folkeskolens specialundervisning, 1981, Fællesudvalget ml. Erhvervsvejledningsrådet og Uddannelsesrådet for grundskolen

forms than is the case with the teacher-counsellors (38). On the other hand, there is ongoing debate about whether the class-room teachers have the necessary counselling skills to fulfil their obligations when it comes to specific guidance on educational and vocational matters (39).

As the class-room teacher has the close contact to each pupil, the other counsellors in the Folkeskole have a more indirect approach - in principle. But when it comes to everyday practice the picture becomes a bit more blurred. Thus a study of teacher-counsellors in 1981-82 made it clear how this group spent their time: administration 29%, counselling pupils individually 18%, external arrangements 12%, co-operation with other teacher-counsellors and the school adviser 11%, consultative tasks concerning class-room teachers 7.5%, collective information 6.5%, keeping up-to-date 4%, co-operation with the administrative leaders 2%, other categories 10%. This points to the fact that the teacher-counsellors spent a considerable amount of time on guiding pupils individually - and on administrative matters (34 p. 56).

The content of the guidance given individually is known in the sense that, in this category, interviews with pupils on factual matters and interviews with pupils about personal problems made up the bulk of the time spent on individual counselling. Only 2% of the time was spent on counselling in small groups (34 p. 58). The variations from one counsellor to the other proved to be significant: the time spent on individual counselling varied from 6% to 36% (34 p. 61), and the same kind of variation occurred in the other categories.

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(38) Cirkl. af 8. april 1976 om ændringer af cirkulære om tjenestetiden for folkeskolens tjenestemænd, Undervisnmin.

(39) Folkeskolen, periodical of Danmarks Lærerforening (the Teachers' Trade Union)

Not much is known about the number of pupils in contact with the teacher-counsellors at the Folkeskole - yearly or otherwise. This applies to all the different groups of counsellors within the educational system. But the number of pupils in each year is approx. 80,000; this figure is dropping through the 1980s. The class-room teachers, approx. 12.000 in number in the 7th-9th forms (40), are of course in contact with all these pupils; what we do not know is the figure of contacts to/from the teacher-counsellor. From the nature of the service it is evident that the clients are pupils at the Folkeskole. But the pressure from the society outside school (i.e. unemployment, lack of educational possibilities etc.) is reflected in the balance of guidance activities. Thus it seems that external and consultative activities are becoming more important and dominant than was the case in the late 1970s, when the internal guidance about choice of subjects and other matters within the school itself seemed to be subjects of greater importance (34 p. 160). This trend has been taken much further due to the teacher-counsellors' involvement in the Youth Guidance Scheme (see section II h).

EEC-sponsored schemes play an innovative role in two municipalities, as part of the European Community's second Programme on the Transition from Education to Adult and Working Life (41). In Hvidovre the scheme focuses on curriculum development and developing co-operation between guidance counsellors and other services for young school-leavers. In Ålborg it focuses on the improvement of the use of work experience and careers education. Many new materials like "Ung i Hviovre", a supplement to "Ung ABZ" (a handbook for young people about to leave school), and a general exchange of new ideas have been the results of the Danish contribution to the EEC Transition Programme. The programmes have been extended into their fourth year (1987); in the case of Hvidovre there is an emphasis on the "district approach", where the point of interest lies in achieving a closer co-operation between those responsible for education and training of young people in a local context (41 p. 41).

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(40) Uddannelse nr 2/86 p. 70, Undervisningsministeriets tidsskrift, Kbh., 1986

(41) Transition of Young People from Education to Adult and Working Life, Interim Report, EEC/IFAPLAN, Bruxelles, 1985

Computers in guidance itself (for other than administrative purposes) are on their way into the Folkeskole. Thus an information-retrieval programme, run as a pilot-project by a private company, has been launched in mid-1986, sponsored by the Government's Technological Development Programme (42). Public services like RUE, the Council for Educational and Vocational Guidance, seem to be hesitating somewhat in developing computer-based aids for counselling, on the grounds that the funding needed for such projects surpasses the resources presently available (33 p. 19). But computer-aided guidance is growing in other fields of education (see section II c and f), the approach in all cases being that computers should help counsellors and counsellees to get precise and up-to-date information. Assessment programmes or computerised decision-making aids have not been developed.

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(42) DUE, Datamatstøttet Uddannelses- og Erhvervsvejledning, by Peter Plant & Søren H. Sørensen, Studie og Erhverv, 1986

(c) Guidance in the Gymnasium

Careers education has taken place in the Gymnasium since 1958, but it was not until 1977 that individual educational guidance ("studievejledning") was introduced (43). The number of educational counsellors is 642 (33), which is the equivalent of approx. 200 full-time posts (including HF, to be covered later); 42% are females and 58% males (44). The headmaster of each Gymnasium appoints the educational counsellors from among the teaching staff for a three-year period.

The task of the educational counsellors is to make sure that the students receive educational and vocational information and individual guidance in all educational, social, financial and personal matters related to their studies and choice of career. Students also receive instruction in basic study techniques. Up to 20 lessons are devoted to collective guidance on these subjects during the 3-year Gymnasium course. These lessons are divided as evenly as possible among the various subjects. As a supplement to the school's own counselling programme, the Ministry of Education offers meetings about further and higher education at which students, counsellors from higher education and vocational guidance officers play an active role.

A special aspect of the guidance given to students individually is that counselling also is undertaken with students who leave the Gymnasium before their final examinations. In these cases students are informed about alternative educational options. Educational counsellors are on the whole expected to maintain an efficient working relationship with the counsellors from other educational institutions, the Public Vocational Guidance Service and other external parties.

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(43) Bekendtgørelse om uddannelses-og erhvervsorientering samt individuel vejledning i gymnasieskolen og på studenterkursus, 2. marts 1978, Undervisningsmin.

(44) Peter Føge Jensen: Studievejledere i gymnasiet og HF, Rådet for Uddannelses- og Erhvervsvejledning, Kbh., 1985

The strategies and techniques of educational guidance are much the same as in the Folkeskole. However, seen in relation to the teacher-counsellors, the educational counsellors are not intended to act as consultants to their teaching colleagues. The educational counsellors themselves are responsible for the guidance given at the school, as there are no class-room teachers at the Gymnasia.

Like the teacher-counsellors they are primarily teachers and spend most of their time in this role. One third of a full-time teaching position is officially considered to be the right amount of time to be spent on counselling (45). This has some advantages in that counsellors thus have a thorough inside knowledge of the school as an organisation, and also in that they often know pupils from the teaching situation. On the other hand, this way of organising counselling may lead to conflicting roles and ensuing problems.

Some of these problems are described in a report on counsellors in the Gymnasium (44, p. 161): "By far the greatest problem named by counsellors is to find sufficient time. Many feel that they work under pressure, and that it is difficult to deal with all their work. This observation is

(45) Retningslinier for studievejledning i gymnasiet, 17. februar 1983, Undervisningsmin.

based both on questionnaires and interviews. Another difficulty experienced by the counsellors is that a certain percentage of the students' problems assume such proportions that it apparently is impossible to find any solution". The problems referred to can include personal psychological problems, drug abuse, housing and economic problems due to the lack of sufficient grants for students. It is evident that these kinds of problems cannot be solved within educational guidance or indeed within the educational system as such. The issues involved are deeply political and must be solved by political action. Counsellors nonetheless have an important role to play as change-agents in the sense that they know the complex problems of the youth; and they are close enough to administrators and politicians to inform them and exert pressure for action (46).

Computers are to a limited extent in use as an informative support for the counsellors in the Gymnasia: the guidance service of the University of Copenhagen has developed a programme which is designed to give references to a handbook for students entering higher and further education (47). Both the handbook and the floppy-disks are free of charge. This programme takes the user through 12 different criteria, e.g. length of education, geographic location, grants, future occupational possibilities, etc. The idea is that the user should weigh his/her personal criteria, making the criteria conscious and thinking rationally about their importance.

(46) Lille vejleder, hvis er du? Red. Paul Jørgensen, p. 69, Studie og Erhverv, 1985

(47) Studie- og erhvervsvalget, SEV 85-86, by Jakob Lange & Ole Plannthin, Københavns Universitet, Kbh., 1986

(d) Guidance in HF (Higher Preparatory Examination)

What is stated above (in the section on the Gymnasium) applies also - for the greater part - to HF. But already in 1967, when HF was introduced, educational guidance was established as an integrated part of the innovation for those applying for admission to HF courses, for students already admitted to HF and for independent students. The major tasks of the educational counsellor are to give individual assistance in all matters relating to the student's educational situation, to provide educational and vocational information and to be in charge of instruction in basic study techniques. In order to help and advise people who intend to apply for admission to a HF course, the counsellor answers inquiries from potential applicants, takes part in information meetings and talks to people enrolling for the courses (11). During the first two terms students are, first and foremost, given guidance in choosing optional subjects, which might have far-reaching implications for the subsequent possibilities open to them. In this connection, meetings about further and higher education are arranged: the same as those for the Gymnasium. Personal and social problems are dealt with in the counselling at HF as well, the students in the 2-year full-time HF being in their early twenties as a general rule. The counsellors feel, in some cases, that they lack the proper educational background to deal with the problems of their students (40 p. 82). This problem, however, might partly be solved by the courses which are planned for the counsellors at HF (see section II k). Finally, the counsellors at HF must offer guidance and information to self-study students (11).

(e) Guidance in Single-Subject Second-Chance Education

Conditions similar to those at HF prevail at the Single-Subject Second-Chance Education for adults (courses in the Folkeskole Leaving Examination and Advanced Leaving Examination subjects as well as HF subjects) (48).

In spite of what the courses' name suggests, some young people attend these courses: out of a total of approx. 81.000 students in 1982, table 7 below shows the key figures.

Table 7. Students at Single Subject Second Chance Education, 1 Aug. 1981-31 July 1982

	age:17-19	20-29
all	8.411	25.975
men	2.614	7.972
women	5.797	18.003

Source: Statistiske Efterretninger, uddannelse og kultur, nr. 7, 1984, Danmarks Statistik, Kbh.

One of the problems that face counsellors in this branch of the educational system is that the majority of the students are older people with complex social, employment and educational problems. Many of the students have been out of any kind of education for years when they enter the Single-Subject Second-Chance Education: thus anxiety can be considerable. The counsellors are supposed to cope with all the social, educational and other problems that lie behind the drop-outs. This, naturally, is only successful to a limited extent: counselling cannot solve social problems. The tasks and aims of the counselling are much the same as mentioned above in relation to HF. The number of educational counsellors is 448 in this field - all part-time; 52% are male, 48% female (33).

(48) Cirkulærer af 4. & 10. november 1980 og vejledninger af 1. & 4. november 1980 om studie- og erhvervsvejledning v. den prøveforberedende enkeltfagsundervisning for voksne, Uvmin.

(f) Guidance in the Vocational Schools

Already in 1972, under the Experimental Vocational Education Act, educational guidance was introduced into the basic vocational education courses (abbreviated to EFG). In 1977, the guidance service was extended to cover all full-time education in Danish vocational schools (commercial and technical) (13): i.e., besides the EFG courses, in apprenticeship training and in all basic and further examination courses, higher commercial examination courses, and computer operator training.

Educational counsellors are appointed (as is the case with all educational counsellors) from among the teaching staff, but in the case of vocational schools there is no 3-year limit: they are appointed until further notice, as it were. The number of educational counsellors at these schools is 580 which equals approx. 200 full-time positions (49). At the commercial schools 60% are male, 40% female; at the technical schools 81% are male, 19% female (33).

Guidance activities include helping students in their choice of subjects and combinations of subjects, in their choice of education and career, and in social matters, e.g. financial problems. The educational counsellors spend from one-third to half of their working time on counselling activities.

Guidance is given both individually and collectively, but (in contrast to Folkeskole teacher-counsellors) the educational counsellors are not meant to function as a special kind of consultant towards their co-teachers. These counsellors are in direct contact with the students, and usually they are personally in charge of the guidance service at the school. The same (dis)advantages as mentioned under the Gymnasium may therefore apply in this field as well.

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(49) Hans Chr. Ralking: Studievejledere i erhvervsskolerne, "Vejleder 1980", rapport nr 3, Statens Erhvervspædagogiske Læreruddannelse, Kbh., 1984

Regarding strategies and techniques, the differences as to what the counsellors spend their time on are great (49). But there are fixed hours when students may talk to their counsellor; and when students are to decide on their future course, collective talks are compulsory. Collective guidance includes information on educational and training possibilities through meetings in which representatives from trade and industry participate. In addition, students are informed of further and supplementary educational possibilities, of the contents of the various optional subjects, and of legal matters and transition problems regarding school and working life.

The educational counsellors take an active part in organising work experience schemes, and have certain responsibilities in connection with external educational activities. They keep in close contact with counsellors from other parts of the educational system, to some extent through the regional counselling co-operative activities to which we will return in the section on "Linkages". One of their most time-consuming jobs is giving advice and information to pupils and teachers at the Folkeskole. This may take place at the vocational school or at the Folkeskole at parents' meetings for example.

Special programmes have been set up to make females more familiar with the educational possibilities at the technical schools, since the future occupational outlook after a technical education of almost any kind is officially considered promising (50). The aim is to divert the choice of education and occupation to "employment areas", especially in the case of the girls (51). Educational counsellors take an active part in the organisation of these activities, which in some cases are established in co-operation with one of the 14 Equal Opportunities Officers ("ligestillingskonsulenter") at the Public Employment Services across the country.

Close contact is also kept with the local Social Services Department and the Public Vocational Guidance Service. In addition, the educational counsellors frequently participate in job-finding. A recent study states that "There is a growing need for individual guidance especially because of social and emotional problems. Likewise the counsellors seem to have an increasing tendency to get involved in...various arrangements which in fact are in the nature of collective guidance. This trend can be seen as part of a process towards a third stage characterised by co-operation and sociological (rather than psychological) considerations..." (49 p. 139).

Computers in guidance are used at a few vocational schools, since a programme has been developed by an educational counsellor at one of the Technical Schools. The programme gives information on educational and occupational possibilities in the field of hotels, catering, foodstuffs, etc. (52). Like the other programmes mentioned previously, this programme runs on a micro-computer. It is updated yearly and sold to the schools on a commercial basis.

(50) Vejledningsavisen, yearly, Undervisningsministeriet

(51) Hvordan får vi flere piger/kvinder i beskæftigelsesfag? Uddannelse nr 7/85, Undervisningsministeriet

(52) Studievejledning, studievejledningsprogram for levnedsmiddelområdet, Anders Harbo, Århus, 1986

(g) Guidance in Institutions of Further and Higher Education

It is only in recent years that educational guidance has spread to further and higher educational institutions. The outlines of 1982 (14) state that such guidance should be divided into two categories. One is general guidance: this includes counselling potential students as well as students at the institution who are considering changing their course of study, giving information on employment possibilities on completion of studies, and collaborating with other institutions, employment office services, upper secondary schools, labour-market organisations etc. The other is special guidance, including educational guidance in connection with the student's educational situation: this includes advice in planning a course of study, and information on curricula, dispensation procedures, examinations, employment possibilities etc. To some extent these two types of guidance seem to overlap, but in effect the general guidance is the responsibility of full-time counsellors who often also have an administrative role to play, e.g. at the matriculation offices, whereas special guidance is taken care of by part-time counsellors appointed from the teaching staff or from advanced students. 40 full-time counsellors (47% male and 53% female) and approx. 250 part-time counsellors are employed in this field (33).

Computers in guidance have been introduced here too: the programme mentioned in section II c has also been offered to the institutions of further and higher education (47). This development has taken place in the first part of 1986, so no evaluation of its possible effects has been carried out, like in the case of the above-mentioned programmes.

(h) The Youth Guidance Scheme

This scheme came into effect in 1982 when developments were taken beyond the then-existing municipal contact-and-information schemes, including the extended school guidance schemes (15). The Youth Guidance Act orders each of the municipalities to provide guidance about educational and occupational possibilities for all young people during the 2 years after they leave school, or until their 19th birthday, whichever comes first. Insofar as the target-group is not covered by other guidance services (i.e. at educational institutions or otherwise), the persons involved must be contacted at least twice a year. They can, of course, refuse this offer, but even young people moving in from another municipality during these two years must be contacted, as is the case with drop-outs from the educational system. A survey of the state of affairs in 1984, published in 1985 (55), revealed that approx. 90% of the staff are Folkeskole teacher-counsellors. This underlines the strong guidance element within these transition programmes.

By April 1984, 205,000 young persons were registered under the Youth Guidance Scheme in 232 schemes across the country (55 p. 20) (some of the 275 municipalities had joined efforts). Up to 20% of this group of young people were viewed as being in an "unsatisfactory" position regarding education and/or occupation. The category "unsatisfactory" is, of course, imprecise and a matter of interpretation. Still, this figure points to the fact that this scheme was meant to lend a helping hand to the underprivileged, which it in fact does in referring them to other, established services, e.g.

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(55) Finn Eldor: Ungdomsvejledningen, Roskilde, 1985

the Public Employment Service and the public social welfare offices to mention two important ones. And the figure of young persons in an "unsatisfactory" position matches well with the youth unemployment rate mentioned earlier (1; 2).

This scheme goes to extreme lengths to ensure that the safety-net has few holes. This does not imply that it is by any means perfect. Thus the system of reports on drop-outs does not function perfectly from an administrative point of view, the reports often being delayed for months. Moreover the whole idea of reporting on clients has been one of the "don'ts" in counselling ever since non-directive counselling was conceived. As an example of the lengths that this scheme goes to, it might be added that the contact twice a year is not always just a letter or a phone-call; it might well be that the counsellor goes to visit the young person at his or her home. This was the case with 18.000 young people in 1983/84 (55, p. 29). In classical non-directive terms this routine would seem to be in conflict with the basic principles of guidance.

Co-ordinating teams of different groups of counsellors have been established in many municipalities in order to carry out this particular guidance scheme effectively (55 p. 75). The task of these "youth teams" is to co-ordinate the efforts in the local community, and to ensure that young people get the right kind of help from the right counsellor at the appropriate time. Thus the coherence of the guidance offered is established through mutual agreements (41 p. 46).

Computer-aided programmes to assist the counsellor in the administrative updating of data and reports are now being introduced all over the country (55, p. 27).

(i) The Public Vocational Guidance Service

In contrast to the services described previously in this paper, the Public Vocational Guidance Service is not based in an educational setting. The vocational guidance officers can be consulted at the head offices of the public employment service and at a number of smaller, local offices. There are approx. 200 such offices throughout the country. The number of vocational guidance officers is approx. 180; 35% are females and 65% are male (33). For the greater part they are employed full-time at the public employment service, but approx. 20% are part-time counsellors, some being also teacher-counsellors or school advisers.

The Public Vocational Guidance Service is at everyone's disposal regardless of age, employment, sex, race, income etc. Thus the clients include school children (a dwindling number), young people who have left school, and adults in transition from one job to the other, or from education to (un)employment or in need of information about educational and/or occupational matters. The adults account for an ever increasing number of clients - and unlike in the case of the education-based counsellors, figures are available (table 8).

Table 8:
Age of clients counselled individually 1983 & 1984 by the Public Vocational Guidance Service:

	1983	1984	1984		
	%	%	Male	Female	Total
Less than 16	2	2	655	729	1.384
16-17 years	17	15	4.711	5.315	10.026
18-19 years	25	26	6.506	10.501	17.007
More than 20	56	57	15.423	22.606	38.029
Total	100	100	27.295	39.151	66.446

The number of 20-24 year old clients was 19.136 in 1984 (56).

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(56) Arbejdsdirektoratets årsberetning, 1984 (unpublished), latest edition: 1983, Arbejdsdirektoratet, Kbh., & ref. (20).

The main task of the vocational guidance officers is individual guidance, the purpose of which is (a) to help the individual discover and use his/her own potential; (b) to supply information on the educational, vocational and occupational possibilities available, and (c) to assist the individual in helping him/her to make a choice or plan an education - and in giving the support needed to adapt to working life. Computers are used in some cases as an administrative support, e.g. to handle the stock of pamphlets.

To assist the vocational guidance counsellor, psychological assistance used to be at hand in the sense that the Psychology Department of the Directorate of Labour had trained staff serving all vocational guidance officers in the country. But due to budget cuts, this service was abolished in 1984. The latest information available concerning this service states that 411 cases, including 97 continued cases, were treated in 1983 (20 p. 200); in 1984 this figure dropped to a total of 273 cases, due to the service being dismantled (56). Now, only one psychological consultant is left to serve the whole country: a situation which is much deplored by the counsellors and potential clients.

Regarding strategies and techniques, vocational guidance officers may ask for statements from schools, school psychologists, school medical officers, and other physicians, employers or institutions etc. with whom the client has been in contact - with the permission of the client. The basic principles are that guidance is an open, voluntary offer - and that vocational guidance officers remain neutral in relation to institutions to which clients may otherwise be attached. The vocational guidance officers are the only group of guidance personnel that have a formal agreement with their employer stating these basic principles. This agreement is the result of negotiations between the Labour Directorate and the Danish Vocational Guidance Officers' Organisation (57).

Furthermore, the agreement describes the various forms of counselling, including individual counselling, counselling in groups, collective information, consultative activities, co-ordination and administration. The collective information takes place at schools and institutions of education as well as other institutions - e.g. those under the Defence Department, the Social Department, the Department of Prisons and Probation, etc. The engagement in information in schools has been declining in the recent years due to the growth of teacher-counsellors and educational counsellors. Thus the number of classes visited dropped from 2.955 in 1982 to 2.370 in 1983 and to 1.794 in 1984 (20 p. 199; 56). In comparison with this, the corresponding figures for individual guidance in the same three years were 60.196, 65.726 and 66.446 respectively (20 p. 199; 56).

Other forms of assistance consist of single lessons given to various forms in the different types of schools: these often include information on current local and regional educational and occupational opportunities. Help is also given in planning educational and vocational guidance programmes; in collecting and editing local and regional information about educational and occupational matters; in arranging study-visits and work experience schemes, etc. Many of these tasks are carried out in close collaboration with the local school advisers. The number of work-experience programmes have declined from 110.335 in 1982 to 104.167 in 1983 and to 94.137 in 1984, due to the fact that the municipalities are gradually taking over this activity because of the severe lack of manpower at the Public Employment Service (20 p. 199; 56). Budget cuts, again.

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(57) Aftale mellem Arbejdsdirektoratet og Dansk Erhvervvejleder Forening om retningslinier for erhvervsvejledernes virksomhed ved arbejdsformidlingerne, dec. 1982, AD, Kbh.

In addition, the vocational guidance officers do some lecturing to parents-and-pupils groups, to labour market organisations, to groups of teachers and to other counsellors. This latter activity to some extent takes place within the local and regional counselling co-ordination (see the "Linkages" section) where vocational guidance officers serve as secretaries. Recent developments in this particular field have underlined the co-ordinating role of the Public Vocational Guidance Service, but have also brought some vocational guidance officers away from clients and into a more bureaucratic role. Finally, at the public employment offices, a new development has demanded some attention from the vocational counsellors: the "information centres", where relevant materials, pamphlets etc. are at the disposal of the public in a sort of library located at the major employment offices. 39 such information centres are now open to the public. The number of visitors is not officially registered for the country as a whole. In connection with these centres some employment offices have group rooms where e.g. school classes, teacher groups and groups of unemployed people can work and obtain information on educational and vocational matters. The vocational guidance officers instruct groups or individuals in the use of the centres - and answer questions from the public, whether face to face or by telephone.

(j) Guidance in Other Sectors

Most private primary and secondary schools have counselling services similar to those in the public school system. Approx. 80% of the budgets for these private schools are provided by the state, and consequently the rules are the same as those applying for similar public schools (10).

Many municipal youth schools (for 14-18 year olds) have special training schemes for special groups of young persons, and in many of these cases some form of educational and vocational guidance service has been established. This may range from mutual reading of newspaper ads, through job-hunting courses, to actual individual guidance (10).

At the folk high schools students will often find themselves at a turning point in their lives. Most students at these schools have educational and vocational guidance needs which the schools - in varying degrees - try to meet, both through their socially-oriented teaching and through individual guidance (10).

The same applies to home economics and agricultural schools. These schools do not usually appoint teachers or counsellors for educational and vocational guidance (10).

Probation officers work in close contact with the Public Vocational Guidance Service at the Public Employment Service (53), and so do the guidance personnel for national and civic defence conscripts (54) and conscientious objectors.

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(53) Cirkulæreskrivelse af 10. nov. 1975 om samarbejde mellem arbejdsformidlingskontorerne og de under direktoratet for kriminalforsorgen hørende anstalter, institutioner og afdelinger, Direktoratet for kriminalforsorgen

(54) Kundgørelse for forsvaret. Bestemmelser vedr. erhvervsorientering, erhvervsvejledning og arbejdsformidling for værnepligtigt personnel, Forsvarsministeriet, 27. jan. 1981

(k) Staffing and Training

As stated above, the staffing of the different guidance services consists almost purely of part-time teachers. This means that as a rule, almost without exception, counsellors are trained and qualified teachers. At further and higher educational institutions, counsellors have an academic (or similar) educational background. But for the vocational guidance officers the position is different: they come from a diversity of educational backgrounds. As on 1 January 1980 the figures were as shown in table 9 (10, p. 28).

Table 9. Vocational guidance officers, educational background, 1980.	Number of persons	%
Social worker education	24	15
Folkeskole teacher training	69	43,1
Other social/educational training	17	10,6
Academic education	12	7,5
Commercial and clerical education	24	15
Trade and industry education	9	5,6
Other education	5	3,2
Total	160	100

The current trend is that fewer vocational guidance officers have a Folkeskole teacher training and that more have an academic background due to the relatively high unemployment rate among academically trained people. Many of the teachers-counsellors with a part-time job as a vocational guidance officer have been sacked during the last two years due to budget cut-backs at the public employment service in general.

The training of guidance personnel takes place at various institutions - often as part of in-service training. There is no training specifically designed to qualify people for a job as an educational and vocational counsellor. However, several courses are offered. The courses are of different lengths and quality, but contain - more or less - these topics:

- Individual and group counselling: methods and theories
- The function, developments and limitations of guidance services
- Trends in the labour-market: statistics and politics
- Experience of working life (directly or indirectly)
- Collaboration between the educational system and business life, places of work etc.
- Co-operation among counsellors, locally and regionally.

The issues are balanced differently in the various courses, but they serve the same purpose: to build a fundamental understanding of the factors in and behind the various guidance services. An alternation between the course itself and daily guidance activities is the most commonly used model: it is considered a great advantage that practice and the more theoretical training are interwoven in this way. The major lines of courses are offered to - and sometimes forced upon - guidance personnel already in service. Thus the participants are paid their normal salary.

Efforts have been made to establish a more formal training structure. A plan to establish an academic training for future counsellors in the mid-1980s at Roskilde University Centre never got off the ground: internal papers were circulated, and that was all. This has indeed been the fate of both of the proposals for regular part-time courses, which were proposed in 1972 (58) and reaffirmed in 1977 (59).

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(58) Betænkning om etablering af fælles uddannelse i studie- og erhvervsvejledning, Erhvervsvejledningsrådet, oktober 1972

(59) Rapport om uddannnelses- og erhvervsvejledning, 1977, Undervisningsmin.

A full-time course for future counsellors was proposed in 1978 as a 4-term practical and theoretical course (60). So plenty of preparatory work has been done. The latter report took the approach that students be given a basic training after their 12 years of general education. This would qualify the students to apply for a job as a counsellor: they would not be employed during their studies, except for 1 year of counselling practice with intervening days of theoretical training. But this concept was never carried into practice.

So, each group of guidance personnel has its own basic training: all part-time, compulsory, and mostly designed for counsellors who have already been practising for some time. The main forms are:

- Danmarks Lærerhøjskole (The Royal Danish Academy of Educational Studies), training teacher-counsellors. Until 1985/86, a course of a total of 210-240 lessons (2 or 4 terms). From 1986, 4 modules of 60 lessons and 1 of 30 lessons will be provided for both experienced and new teacher-counsellors: 240-280 lessons in all.
- Statens Erhvervspædagogiske Læreruddannelse (Training College for Teachers at Commercial and Technical Schools) training educational counsellors at these types of schools. This course is also an in-service training: 400 lessons over terms of 3 weeks each. The basic course is compulsory, but courses for experienced counsellors are currently also available.
- Undervisningsministeriet (Ministry of Education, Directorate of Further and Higher Education), training

(60) Rapport om uddannelse i uddannelses- og erhvervsvejledning, KVU, 1978, Undervisningsmin.

counsellors for the Gymnasium, HF, studenterkursus, single-subject second-chance education and educational institutions of further and higher education. At present this course is planned to take 210 lessons, i.e. 35 lessons for 6 weeks. But due to budget-cuts, not all educational counsellors are offered the whole course: experienced counsellors, with more than 6 years of counselling experience, are only offered 3 of the 6 weeks of the course.

- Arbejdsdirektoratet (Directorate of Labour) training the Public Vocational Guidance Service officers as part of an internal training programme which is partly common to all officers at the Public Employment Service. After a 3-week introduction to their own field of work, the newly employed counsellor will learn to know other areas of the Public Employment Service. Then follow 2 weeks of training in communication - a residential course. Next are 4 weeks of basic training, including an introduction to the aims and means of the labour market administration. Equal opportunities, information tasks, and rules and regulations of the employment service are some of the subjects covered in this common part of the training. Subsequently, a 3-week residential course for vocational guidance officers only is compulsory, containing exercises and supervision in the methods - and the underlying theoretical basis - of educational and vocational guidance, especially individual guidance (61). Some follow-up courses are offered, but they are few and far between - and do not meet the needs. Again, heavy budget-cuts between 1982 and 1985 have had

(61) Rapport om konference af uddannelse af vejledere, 10.-11. september 1985, RUE, 1985

damaging effects on the training of counsellors in this sphere of counselling activities. Until the beginning of the 1980s, the special course for vocational guidance officers used to be the longest of all courses offered to counsellors: 30 (later reduced to 20) full-time weeks.

Social workers are trained at the University Centres and at Danmarks Sociale Højskole(r): a 3-year education. Some of these work as probation officers, some as vocational guidance officers.

In contrast to all these heterogeneous courses, the most promising and important development in recent years have been the experiments in joining the efforts in this field. Under the present circumstances, the different courses outlined above have been considered the basis for the training offered to the majority of counsellors in Denmark. But over the years it has been evident that there is a need for some common training of counsellors. They have so much in common: even overlapping tasks at times. The historical background, as pointed out above, tells the story of many hopes, plans and proposals for a co-ordinated (later called common) education for counsellors in educational and vocational guidance, none of which has yet come into effect.

Looking back, the report of 1972 (58) was quite ambitious and defined the group of counsellors in need of an education broadly, including teacher counsellors, school advisers, and educational counsellors at the Gymnasium and HF, at commercial and technical schools, in youth schemes, in further and higher education, and in social institutions of various kinds - prisons and probation schemes, civil defence, armed forces, etc. Five topics were to be covered at different lengths and different levels for each of the various groups of counsellors: (a) individual guidance, (b) collective orientation (information), (c) knowledge of educational and occupational matters, (d) social and medical problems, and (e) the organisation and limits of counselling as a profession.

These topics have since then been the backbone of most courses in this area. The duration was expected to range from 330 to 900 lessons, according to the needs of the group of counsellors in question. The report made a rough estimate of the costs, and advocated that an experimental course be run in 1973 at Roskilde University Centre.

Although this report was in many respects inspiring, it blocked the way for several years in the sense that the plan never came into effect: only parts of it were implemented in each of the sub-divided courses. It was not until 1984 and again in 1985 that the basic concept of common training for counsellors was re-vitalised: small sums of money (200,000 Dkr in each year for the country as a whole) were distributed to the regional counsellors committees (see also "Linkages" below) in order to establish common courses for the counsellors in each region. This was then done at short notice in most of the 14 counties in both 1984 and 1985 as an experiment. The evaluations were positive in the respect that counsellors stated the usefulness of common courses as one of the best ways of getting a knowledge of each others' working area - and of the common problems which counsellors have to face in their daily practice (62). New types of courses were

(62) Forsøg med fælles lokale kurser for vejledere 1984. Sammenfatninger af erfaringer fra de afholdte kurser, jnr. 062.1/85, RUE, april 1985

implemented, taking advantage of the fact that the majority of the participants were experienced counsellors from many guidance areas. The duration was 40 to 60 lessons, and many different forms, materials and methods were used. This showed there was a great need for common courses, regardless of the institutional background of the counsellors.

Moreover, the experimental courses showed that the counsellors had the initiative and courage to plan and lead these courses themselves. But the rather fragile organisation behind this activity needs strengthening in terms of clerical help, sufficient time to plan, reliable funding, etc. Nonetheless, these experimental courses will continue in 1986, on the same basis. More advanced, common courses with more theoretical content have been planned by RUE, too (63). They are still on the drawing-board: experimental courses of this kind have not been carried out.

Finally, it must be mentioned that Danmarks Lærerhøjskole carried out a series of common courses for leaders and guidance personnel connected with the youth guidance schemes during 1982-84. Many of these courses were conducted by the local school advisers and thus were based in a local, municipal setting. The point is that here again, different groups of guidance personnel were gathered, e.g. school counsellors, municipal occupational personnel, social welfare personnel, etc. working together on local educational, vocational and occupational matters (64). Many of the above-mentioned youth guidance teams had their starting point here.

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(63) Arbejdspapirer fra RUEs underudvalg vedr. uddannelse af vejledere, 1982-1986, RUE, Kbh.

(64) Læseplan over kurser ved Danmarks Lærerhøjskole, yearly, Danmarks Lærerhøjskole, Kbh.

III. LINKAGES

(a) Introduction

In comparison with other countries in the EEC, the Danish Employers Confederation (DA) and the Danish Federation of Trade Unions (LO) seem to have a more direct interest in influencing guidance activities. Firstly, they conduct a number of educational activities in schools - particularly in connection with educational and vocational information, vocational studies and contemporary studies. Secondly, they are represented in various bodies and committees in this area - along with municipal and county authorities, local and regional educational institutions, the Public Employment Service, etc. Thus the School Contact Committees were established in 1975 to deal with matters like guest-teachers, study-visits, work experience programmes etc. The number of these committees has been dropping over the last 6-7 years (65), due to other committees - of much the same nature - having been established (see section III c).

(b) Recommendation of 1979

In 1979, uniform guidelines for co-operation between all groups of counsellors throughout the country were established by the then-existing Vocational Guidance Council (66). These guidelines remained in effect until 1 April 1986. In accordance with the Recommendation of 1979, a central guidance counsellor committee was established in each of the 14 counties; local committees were set up as well.

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(65) Uddannelse og Erhverv. Katalog over bøger, brochurer, AV-midler, adresser, 1984 p. 171, published yearly, RUE, Kbh.

(66) Henstilling om etablering af regionalt og lokalt samarbejde mellem personalegrupper, der beskæftiger sig med uddannelses- og erhvervsvejledning, 5. juli 1979, Erhvervsvejledningsrådet

The task of the central committee was to ensure the co-ordination of guidance activities, and thereby the proper use of guidance resources in the county. More specifically the committee was to co-ordinate large-scale programmes for guidance in the area, to assist in educational arrangements for counsellors and to co-ordinate the collection, distribution and possible preparation of information material on regional educational and vocational conditions. In addition, yearly conferences on common topics have been held in each county. Bilateral and multilateral lines of co-operation etc. have been established through the regional/local committees. Among the tasks of the local committees have been such activities as co-operation on guidance programmes, work experience schemes, visits to other types of schools, exchange of information on students/clients, interchange of information on education and training, and co-ordination of activities with regard to the local community.

Furthermore the recommendation stated that it was of vital importance that a distribution of work resulting in the optimum use of the counsellors' expertise be agreed upon. This would have to involve a clarification of the extent to which counsellors should attend to guidance matters relating to each others' students or clients, and how they should inform and advise each other; many practical arrangements and agreements have been made on the initiative of these committees. Reports on the activities have each year been submitted to the Vocational Guidance Council/RUE (67).

(67) Hovedvejlederudvalgenes indberetninger, sammendrag, årligt 1980-85, RUE, Kbh.

The vocational guidance officers served as secretaries for the regional and often also for the local committees.

Looking to the severe youth unemployment problems in the late 1970s and the early 1980s, contact groups on educational and vocational guidance were established in 1981 under the 14 regional employment committees (68). These contact groups were meant to be a forum for discussions of guidance matters in a broad sense. They were meant to gain an overall view of local guidance problems and to find ways of solving them. Examples included problems in connection with the finding and distribution of trainee placements; taking initiatives in the production of materials, including statistics and forecasts - and assisting in the professional co-operation between counsellors. With this description of tasks it was clear right from the beginning that the overlapping was a difficulty when it came to co-ordination, in the sense that the regional guidance co-ordination committees and the contact groups had more or less the same areas of interest. So, in effect, the regional committees did the co-ordination among counsellors whereas the contact groups concentrated on the placement-problems of apprentices and EFG pupils.

(c) New Structure (from 1986)

From April 1986 this structure of co-ordination will be somewhat different: the two sets of committees/contact-groups are being replaced by new regional bodies (69), with more or

(68) Cirkulære om nedsættelse af kontaktgrupper under arbejdsmarkedsnævnene vedrørende uddannelses- og erhvervsvejledning af 9. juni 1981, Arbejdsdirektoratet, Kbh.

(69) Cirkulære om regional samordning af vejledningsindsatsen om uddannelses-, erhvervs- og arbejdsmarkedsforhold, AF-cirkl. 28/85 af 30.12.1985, Arbejdsdirektoratet, Kbh.

less the same co-ordinating tasks, but under new names and with a stronger influence from the municipal and (especially) the employment authorities. Government committees have worked on this matter since 1983 without agreeing on a structure for exerting administrative and political power over counsellors and counselling. The chief opponents have been the employment authorities on one hand, and the municipal/county authorities on the other. Counsellors, too, have been divided in their interests due to their different points of contact with the administrations.

Nonetheless, the circular (69) states the facts of the coming structure of linkages: in each of the 14 counties a set of committees are being set up in order to co-ordinate "the regional counselling about educational, vocational and labour-market matters". Note that the word "labour-market" has been added to the usual pair "educational" and "vocational". This implies that counselling should take occupational possibilities into account more strongly than has been the case in the past. Counsellors, naturally, object to this insinuation - and lengthy discussions have been conducted in the periodical of the profession (70).

The new overlying regional committee consists of 18 members from municipal and county authorities, labour-market organisations, commercial and technical schools and vocational training centres, as well as 3 counsellors and the administrative leader of the regional public employment service. The latter is the chairman of the committee which is to meet at least twice a year. The tasks of the committee are all aimed at co-ordinating the different guidance services within 5 areas:

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(70) RUE-REVUE, div. vol. in 1983 and 1984. Articles of EM Kjerkegaard, Holm & Hummelgård and Peter Plant, RUE, Kbh.

- Information, i.e. collecting, editing, preparing and distributing information and materials of importance to the regional counselling.
- Courses, i.e. conducting meetings, conferences and supplementary courses in order to establish a forum for the exchange of information and experiences, the development of methods and ethics, ways of co-operating and general discussions.
- Arrangements for counsellors, i.e. study visits, work experience programmes, meetings, exhibitions, visiting instructors etc.
- Co-operation and distribution of duties, i.e. agreements between institutions, organisations and authorities on tasks and competences in the area.
- Resources, i.e. raising the necessary funding and other resources needed for the co-ordination.

With a few, perhaps only 2 meetings per year, with this agenda, and with a body of 18 members it seems fair to anticipate that this regional committee - at its best - will be able to draw only general lines for the counselling in the region. And this will only be the case if everybody involved agrees: establishing consensus is the basic potential power of the committee. So, in effect, one must assume that the work involved will take place in the Professional Counselling Committees, which are also mentioned in the circular of 30 Dec. 1985. Much of the practical co-ordination will have to take place at this "lower" level with tasks being delegated from the regional committee. The Professional Counselling

Committee will consist of 13 members from the different groups of counsellors, and in both committees the Public Employment Service (i.e. in most cases a public vocational guidance officer) will serve as the secretarial base. Local committees can be established - on local initiative.

At this point of time it is uncertain whether the new structure is just "old wine in new bottles", or whether the neutrality of guidance is being attacked more severely than ever before. Some groups of counsellors - especially the teacher-counsellors - see the new, more firmly tied bonds to the employment service as a threat to their position (71). This, however, should be seen in the light of the fact that most of the teacher-counsellors also serve as youth guidance personnel in the municipalities, where small "Public Employment and Guidance Services" have been set up since 1982, as mentioned earlier in the section on the Youth Guidance Scheme. On the other hand, it seems quite clear that administrative and political forces have now joined in an effort to get the, in their view, wild-growing guidance services under control - the feeling being that too many counsellors were counselling each others' clients, too many resources were being wasted and too many guidance needs were not being met.

Now efficiency is the keyword. And this is why both a new structure is being introduced and - almost simultaneously - an investigation is being launched on the "effectiveness and effects" of counselling (72) in the sense that counselling is seen as one of the means to create a "better balance between supply and demand" in the labour market.

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(71) IGANG, dec. 1985, Kommunernes Landsforening, Kbh.

(72) Kommissorium for undersøgelse af undervisningsministeriets vejledningsordninger, Undervisningsmin., Kbh., januar 1986.

A private company has been hired to undertake the job, which is to be completed by the end of 1986. The parameters are not known yet, but the basic concept seems to be that counselling ought to turn the intake of youth from "unemployment-education and jobs" to "employment areas". In particular, the traditional choices on the part of girls are much deplored by the government, which considers that youth ought to consider more "untraditional educational and occupational possibilities". This is where the "counselling system is a suitable and necessary help". Finally, the aim of the investigation is to produce proposals in order to "improve counselling" and to highlight the degree to which the different guidance schemes fulfil the demand and need for information and counselling.

Naturally the matter is being followed with great interest by the counsellors, even though their organisations had not heard of or been informed about the investigation before the decision to set it up was made. Counsellors, however, are now represented on the advisory board for the investigation, through their organisations. All Danish counsellors are organised in FUE (the Joint Council of Associations for Educational and Vocational Guidance), which has 2573 members (33). The Danish Vocational Guidance Officers Association is the only real trade union, negotiating salaries etc. The others are subdivisions of the respective teachers' trade unions. None of the above-mentioned parties have been involved in the preparation of the investigation, and neither have the authors of the 3 reports mentioned earlier on educational and vocational guidance in the Folkeskole, the Gymnasium/HF and the vocational schools (34; 44; 49).

What is perhaps more alarming is that RUE, the Council for Educational and Vocational Guidance, seems to have only a small role to play in the design and execution of the investigation. Unfortunately this was also the case when the new structure of co-ordination came into effect (69). This must be seen in contrast to the provisions in the Act on Educational and Vocational Guidance (5), in which paragraph 2 states:

2.1 A Council for Educational and Vocational Guidance shall be set up for the purpose of contributing to the development and co-ordination of guidance activities and of preparing proposals of matters related to such guidance.

2.2 The Council shall be responsible for the production and the distribution of guidance material within a framework to be laid down by the appropriate Minister....on the recommendation of the Council...

2.3 The Council shall follow the development of the educational and vocational guidance work, both locally and regionally, and make proposals concerning the co-ordination of such work.

2.4 The Council shall submit its proposals to the Minister within whose competence the guidance activity in question belongs.

IV. CONCLUSIONS

This review of guidance services in Denmark has tried to show that the different services are well developed in each of their administrative settings, and that they are well inter-connected in the sense that formal structures of co-operation have been in effect since 1979. However, guidance in its traditional form - using the non-directive approach - is under constant attack from politicians and administrative leaders. One current example of this is the study mentioned above of the effects of guidance (72).

Furthermore, the "guidance system" will probably become more rigid as the counsellors themselves and their profession grow older, so leading to their having a professional concept of guidance to defend. This factor, combined with the pressure of the unemployment problem, changes in society, cuts in public expenditure etc., will force guidance as a profession to seek to establish its identity more firmly; to try to create new footholds for the discussion of the ways and means of guidance.

In this process some basic factors are missing in Denmark, the general approach to guidance having been a pragmatic one over the years. This means that the theoretical concept of guidance has attracted precious little attention. In fact, apart from the three recent studies of the "Counsellor 1980 Review" (34; 44; 49), very few studies have been published: Paul Jørgensen, of the Royal Danish Academy of Educational Studies, published his licentiate thesis in 1979 (73); in 1985 Tove Løve published two books on teacher-counsellors and counselling in the Folkeskole (74; 75); and the only book in Danish on general guidance theories is a translation from Swedish (76). The pragmatic approach, on the one hand, is necessary in the sense that grants and appropriations stem from political demands and decisions: in other words, from immediate needs. This, on the other hand, takes away the interest in long-term development and in creating a firm, theoretically based understanding of the nature of counselling. So the present state of affairs makes guidance very vulnerable to attacks based on the idea that guidance should be more "effective" in terms of solving unemployment problems, imbalances on the labour-market, sex-biased prejudice, ethnic minority-groups' problems, etc.

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(73) Paul Jørgensen: Rådgivning og vejledning i skolen, Gyldendal, 1979

The types of questions that Danish counsellors are not prepared to answer at the present stage include: "Does guidance have an impact on unemployment"? (46 p. 69). "Which are the more influential sources of guidance: the informal sources (parents, friends, media), or the formal, structured guidance services"? "Should counsellors try to persuade girls to leave their traditional choices of education and occupation (8; 77; 78)? If so, which values will be lost or gained in this process"? "How does one measure the

(74) Tove Løve: Vejleder. En person, en position, en rolle, Studie og Erhverv, 1985

(75) Tove Løve: Skolevejledning- et pædagogisk anliggende, Studie og Erhverv, 1985

(76) B Lindblom, I Odmark & S Persson: Vejledning. Teori - metode - udvikling. Studie og Erhverv, 1982

(77) Kønsroller og vejledning, 3, 1981. Erhvervsvejledningsrådet og Udvalget vedr. kønsroller og uddannelse

(78) Alice i jobland, a computer-programme for girls only, by Ilona Abrahamsen, Dansk Arbejdsgiverforening, Kbh., 1986

"effectiveness" of guidance activities: which parameters should be taken into account"? "How will the introduction of computers in guidance affect the methods and strategies of the guidance services"? (79) "Should the growing use of decentralised media in guidance - e.g. the use of local radio stations for placement and counselling services (80) - be seen as a reaction against standardised sources of information and guidance"? "Is it possible to make reliable long-term forecasts of the developments on the labour market (81): should guidance to a greater extent be based on such statistical material"? (70) "Which role might educational and vocational guidance play in a society with less rigid labour-market structures and a growing informal economy"? (82; 83)

The answer to each of these questions is: we do not know much about it. Even so, the need for a theoretical base combined with planned experiments and a developmental approach has been recognised during recent years (28; 84; 85). A review like this one, taking the knowledge and experiences of other countries into account, may help to take us some steps towards the developments that are needed.

(79) B Lindblom & P Plant: Mistelten eller mulighed? EDB i uddannelses- og erhvervsvejledning, Studie og Erhverv, 1985

(80) Lyt til LOP - og få et job; Radio Dagny. In: START, Uddannelse og Erhverv '86, p. 7, Købmandsskolen, Kbh., 1986

(81) Niels Groes: Spådomskunst og den følger - noget om arbejdsmarkeds- og uddannelsesprognoser, deres fejl og anvendelsesmuligheder, Uddannelse nr 4/86, Undervisningsmin.

(82) Jens Bonke: Aldrig mere arbejde, Rosinante, 1983

(83) Ole Thyssen: Teknokosmos, Gyldendal, 1985

(84) Uddannelse nr 6/1985, temanr. om uddannelses- og erhvervsvejledning, Undervisningsmin.

(85) Forskningsprogram vedr. uddannelses- og erhvervsvejledning, RUE, 1986

EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES FOR THE 14-25 AGE-GROUP IN THE FEDERAL REPUBLIC OF GERMANY

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I. BACKGROUND

Educational and vocational guidance are set against a multifaceted political, economic, social, and cultural background. In order to make intelligible the aims, tasks, methods, organization forms, and clients of the educational and vocational guidance in the Federal Republic of Germany, it seems to be advisable to outline at least three features considered here as being most relevant, i.e. the educational system, the occupational system, and the moving of student groups from one system to the other.

The traditional German school system consists of a primary school system (Grundschule) of four years' duration and a two-stage secondary school system offering three programmes: a five-year programme (Hauptschule), a six-year programme (Realschule) and a nine-year programme (Gymnasium) - six years of secondary I and three of secondary II. These three programmes designed to cover different levels of ability and preparing for different occupational levels are completed by "Sonderschulen" (schools for students of restricted learning capacity and schools for the handicapped).

In the past two decades, the above-outlined school system has been somewhat modified and enriched by innovations aimed at improving "horizontal mobility" within the educational system (i.e. to make it easier to switch from one secondary programme to another) and at compensating the disadvantages of the socially less privileged. In this regard it is worth mentioning the following:

- establishing comprehensive secondary schools (Gesamtschulen);
- establishing the 10th grade of "Hauptschulen" that allows talented students of the "Hauptschule" to obtain the "Mittlerer Bildungsabschluß" (a key certification for further education);
- establishing the "Fachoberschulen" (technical schools of grade 12 accessible to students with the "mittleren Bildungsabschluß" and the vocational training examination obtainable after completing a 3- or 3 1/2-year training): after completing the "Fachoberschule" students can enter a three-year programme at a "Fachhochschule" (technical college);

- establishing some comprehensive universities (Gesamthochschulen) which combine a traditional university and a "Fachhochschule", thus allowing students to go on to scientific study after completing the more practically oriented course of the "Fachhochschule" without problems or to leave the university with a "Fachhochschule" degree and enter the labour market.

The distribution of students in grade 9 in 1984 is shown in table 1.

Table 1: Distribution of students in grade 9 in 1984 (cf. Bundesminister für Bildung und Wissenschaft 1985, p.42)

Type of schooling	Students in grade 9	
Sonderschulen	39,800	4,5%
Hauptschulen	325,100	36.4%
Realschulen	252,800	28.3%
Gymnasien	223,500	25.0%
Gesamtschulen	36,800	4.1%

Vocational training in the Federal Republic of Germany is organized as a so-called "Dual System". This form of vocational training combines vocational education in "Berufsschulen" (1-2 days a week or some weeks a year in vocational schools) and industrial training (during the remaining time) within a 3- or 3 1/2-year programme. Because special vocational qualifications were rapidly becoming obsolete, the first year of vocational training was increasingly organized as a basic training in an occupational field ("Berufsgrundbildungsjahr"), followed by a two-year training period in a specific vocation, thus facilitating re-training in later years if necessary. The basic vocational training can be completed in vocational schools on a full-time basis or - like the remaining two years - by combining the part-time vocational education and the industrial training. At the same time, the "Berufsvorbereitungsjahr" (vocational preparatory year) was established for less talented grade 10 students. This programme introduces the students to different occupational fields and allows them to make up the 9th grade of the "Hauptschule".

The distribution of students in grade 1 (first year) of the vocational training in 1984 is shown in table 2.

Table 2: Distribution of students in grade 1 of the vocational training in 1984 (ibid., pp.43ff.)

Type of schooling	Students in 1st year of voc. training
Berufsschule	582,400
Berufsgrundschuljahr	127,300
Berufsvorbereitungsjahr	41,700

During the past 15 years, a strong trend toward higher levels of education can be observed, as table 3 shows.

Table 3: Education degrees in 1970 and 1984 (ibid., pp.64f.)

Degree	% of the 18 year age-group 1970	1984
none	17.4	9.1
Hauptschulabschluß (9th grade)	43.2	37.8
Mittlerer Bildungsabschluß (10th grade)	24.8	48.0
Fachhochschulreife (college entrance = 12th grade)	-.-	0.6
Hochschulreife (university entrance = 13th grade)	10.3	20.0

The percentage of students with a "university entrance" certification who actually enrolled declined from around 80% in 1980 to around 70% in 1985.

Students completing one or another type of schooling, vocational or professional training have been faced with increasing difficulty in obtaining a training place or a job during the past 10 years. The number of applicants has exceeded that of the available training places by about 50,000 per year and the figures of unemployed young people have increased (cf. table 4a).

The unemployment rate of female youngsters is higher than that of male ones (averaging about 1% higher during the past 5 years). The most urgent problem is the high unemployment of young people without any vocational or professional training (cf. table 4b). Among the unskilled unemployed aged under 20 are many children of migrant workers (about 20% in 1985).

Table 4a: Unemployment 1980 - 1985 (cf. Schober 1985, p.4)

Year	Unemployment rates* under 25	total
1980	4.3	3.8
1981	5.8	5.5
1982	8.7	7.5
1983	10.7	9.1
1984	10.8	9.1
1985	10.3	10.0

* registered unemployed as a proportion of the total labour force

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Table 4b: Unemployment rates of unskilled youngsters (ibid., p.11)

	1980			1985		
	total	men	wom.	total	men	wom.
age-group under 20	74.2	76.5	72.7	71.8	73.0	70.9
age-group 20 - 25	48.2	54.1	44.2	45.3	49.9	41.2

The present situation concerning the shortage of apprenticeships and unemployment is as critical as it was in 1985. It is anticipated that in the mid-nineties - due to the decreasing number of applicants - the apprenticeship shortage will reverse, but that the high unemployment rate will continue into the next century (cf. Parmentier 1984).

With this as background, the following chapters deal with educational and vocational guidance institutionalized as

- Educational Guidance Services ("Bildungsberatung"),
- curricular vocational guidance in schools ("Hinführung zur Wirtschafts- und Arbeitswelt", or "Arbeitslehre" in short),
- Vocational Guidance Services ("Berufsberatung").

II. EDUCATIONAL GUIDANCE SERVICES

1. Introduction

The different tasks of educational guidance and counselling in the Federal Republic of Germany are rooted in its educational system which is characterized by a partitioning of the secondary school system and of tertiary education.

The Educational Guidance Services (EGS) were established in the eleven states that constitute the Federal Republic of Germany by the First General Plan on Education (Bildungsgesamtplan I), issued by the Government-State Commission on Educational Planning (1973, p. 79 ff.), and have been integrated into the states' educational systems, with the degree of integration varying from state to state. Even before that, the German Council of Education had, on behalf of the German Government, prepared proposals for the extension of the EGS, which were published as part of the Structure Plan on Education (Strukturplan für das Bildungswesen) in 1970. It was the Permanent Conference of Ministers of Culture and Education of the States' Resolution on Educational Guidance at School and University (Beschluß zur Beratung in Schule und Hochschule) that initiated a further development of the EGS, leaving the national proposals to be amended by various agreements (cf. Reichenbecher 1975, Menacher 1979, Kultusminister des Landes Nordrhein-Westfalen 1980, and others).

In the Federal Republic of Germany, the spheres of responsibility of the EGS (Educational Guidance Services) on the one hand and of the VGS (Vocational Guidance Services) on the other are strictly separated. While the EGS are under the jurisdiction of the individual states (since these possess cultural sovereignty), the VGS are subordinate to the Federal Employment Office at Nuremberg, a self-governing body (see chapter IV). Skeleton agreements exist in all of the states between the respective Cultural Department and the Federal Employment Office on the co-operation of the EGS and the VGS, though the efficiency of this co-operation may differ from region to region.

The EGS operate at school as well as at university level. The EGS at school level are subdivided into Central State Offices, regional (non school-based) and local (school-based) services.

In general, the Central State Offices for the EGS at school level are assigned to the states' Cultural Departments either directly or indirectly (District President or State Institute, for instance) and primarily exercise co-ordinating and administrative functions (Fachaufsicht). In addition to that, they engage in evaluation and research activities (efficiency control, development of methodology, etc.). Situated in the cities, the regional EGS service the students from a district or large town, employing chiefly psychologists (school psychologists or educational counsellors) as professionals, as well as school counsellors and therapists on a part-time basis. Their main tasks are to furnish the individual with educational and psychological counselling (Individualberatung), to provide for guidance in programme selection (Schullaufbahnberatung), and to advise schools and teachers (Institutionenberatung). There are communal services financed by the cities and communities, and state services, financed by the states. In 1975, there was roughly a one-to-two ratio of communal to state services; due to the encouragement given by the state governments, the number of state EGS has in recent years been increasing more rapidly than that of the communal EGS (Aurin, Stark & Stobberg 1977, p. 54).

The local EGS have been, almost without exception, established at school centres or at comprehensive schools and, in a few cases, at schools for handicapped children. There, we find a psychologist working together with several school counsellors, sometimes supported by a graduate educator (Diplom-Pädagoge) or a social worker and teacher for handicapped children. Their primary responsibility is to advise on programme and course selection and to counsel their teacher colleagues with respect to assessing academic achievement etc., while individual psychological counselling is to be considered a matter of secondary importance. In practice, however, psychological intervention and help in an individual case very often become the prime object of attention; the same applies, of course, to the members of their respective schools. Notwithstanding the fact that they are tied more closely to the school than are the regional EGS, the supervisory function is exercised from outside the school by a superior authority (by the District President or the Minister of Culture, for instance). This arrangement is of great importance with respect to observing the principles of protection of privacy, secrecy, and counsellor independence.

The EGS at the universities are usually staffed by trained psychologists, psychiatrists, sociologists, educationalists, and other faculty members as student advisors. These EGS are established as Central Student Services, Department-Based Student Services, Psychotherapeutic Student Services, or University Information Centres. For financial reasons, however, they are in many places of limited efficiency. The psychotherapeutic services, for instance, can hardly undertake the equally important tasks of giving information on courses and programmes, assessing an individual's aptitudes for some specific programme, and providing vocational guidance (Jöhrens & Rausch 1975). Even at those universities where students are readily given access to information (by members of the faculty, for example), there often arise additional difficulties due to colliding spheres of responsibility (of an EGS and a VGS, for instance). A compound system of a number of different and complementary counselling services, working together as closely as possible at a given university, would therefore seem to have certain advantages (see figure 3 on page 25).

2. Principles, Tasks and Fields of Educational Guidance

The principles of Educational Guidance - voluntariness and self-responsibility on the part of the counsellee, impartiality and discretion on the part of the counsellor - are in accordance with the West German Constitution and are by and large congruent with the fundamentals set forth in the Anglo-American philosophy on Educational and Vocational Guidance.

Educational Guidance being a structural element of modern education (Structure Plan on Education), the following goals and functions are typical of guidance and counselling in education:

- differentiation and individualization of instruction,
- principle of permeability in school careers,
- Educational Guidance as a function of innovation in education,
- self-realization as a function of Educational Guidance,

- augmentative function of Educational Guidance, i.e. as a developmental aid,
- economic function of Educational Guidance,
- social-integrative function of Educational Guidance.

In conclusion, Educational Guidance can be defined as a form of assistance in orientation and decision making by which individual students are continuously helped in matters concerning their school or university career and are supported in their endeavours to develop a personality of their own.

The different functions of Educatonal Guidance all aim at enabling counsellees to make correct decisions with regard to their educational and vocational training. This presupposes that they know all the facts they must know in order to be able to do this. Therefore, all available information on education has to be gathered and made accessible so that the individual counsellee - student, parent, or teacher - will be brought into a position where they can properly assess complex school careers, educational programmes, and vocational fields that are constantly changing. In addition, well-grounded counselling requires the application of diagnostic methods to illuminate the individual requirements which also have to be taken into account if the decision to be made is to be an adequate one (see chapter II,3).

Aside from individual counselling, Educational Guidance is expected to assist innovation in the educational system as a whole. The following fields of work can accordingly be assigned to Educational Guidance.

(a) Guidance with respect to the school career

Whenever a student terminates one phase of his or her education and enters the next one, Educational Guidance is likely to be called upon, i.e.

- at school enrolment and in preschool or special classes,
- on entering high school (secondary education),
- during the stages of orientation or observation (fifth/sixth grade),
- before and after the end of secondary I education (tenth grade),
- at entering university (following the thirteenth grade),
- when changing courses, programmes, or schools at the university.

School career guidance pertains not only to matters of enrolment or changing programmes, but also to decisions required to be made within specific phases of education. These decisions include, for instance, the questions of what subjects to specialize in, the problem of individualized learning, controlled development of individual talents, and learning achievement.

(b) Individualized guidance and counselling

Individual guidance is designed to identify and - if necessary - treat an individual's problems that result from his or her unique situation as a student. Specifically, individual counselling is essential to the treatment of manifest learning difficulties, disturbances of concentration, speech disorders, emotional disturbances, and behaviour problems.

(c) Parent counselling

Education and child rearing are to be viewed as common tasks of parents and teachers. It is thus necessary to include parents in the guidance process. Due to the increasing differentiation of the educational system, parents are less and less able to rely on their own educational experience when discussing scholastic and didactic matters. Parents, therefore, need advice too, and their co-operation is a prerequisite for the treatment of learning and behaviour disorders in their children.

(d) Guidance and supplementary training of teachers

The efficiency of Educational Guidance depends, last but not least, on the confidential co-operation of educational counsellors and teachers. It can hardly be expected, however, that every teacher will have a sufficient knowledge of psychology - especially in view of the fact that psychology is continuously enlarging its store of knowledge. It is therefore up to the EGS to provide some supplementary training of teachers, with special attention to questions of educational measurement and guidance.

(e) Educational Guidance and innovation in education

We have already pointed out the importance of Educational Guidance with respect to innovation in the educational system. In this context, the following tasks can be identified:
- Advising teachers in solving educational and psychological problems: for instance, with regard to individual advancement, different possibilities for course differentiation, objective methods for the assessment of scholastic achievement, etc.
- Collecting data to support innovations in the educational system. The state of Baden-Württemberg, for example, carried out extensive studies on the question of the degree to which students were taking the programmes they were intellectually qualified for, the results of which were used as basic information for the development of school reform plans (Arin 1966, 1967, Aurin et al. 1968, Heller 1970, Kultusministerium Baden-Württemberg 1975).

3. Methods and Techniques in Educational Guidance

In the guidance process, various types of information are used by school psychologists, school counsellors, and student advisors in making decisions; these include information on the educational system (i.e. on the different programmes at school and university level, on their respective prerequisites, and on the qualifications to which they lead), data on the counsellee's aptitudes, and, if necessary, information on his or her social environment inasmuch as it pertains to his or her learning capability. Guidance counsellors and student advisors therefore preferably employ the following techniques:
- methods of educational measurement (scholastic achievement tests), standardized testing procedures (cognitive ability tests, tests of academic progress), personality assessment and prediction,
- observational techniques and ratings,
- diagnostic interviews and questionnaires,
- individual counselling interviews and group counselling,
- information and discussion at parents' meetings,
- brochures of different types on the school system, papers containing up-to-date information, information on academic study programmes, etc.

A final decision can only be made when the data have been collected with the aid of the techniques listed above and differentially weighted to yield an overall assessment.

As to the question of who should be assigned to which programme, there are, in principle, three decision strategies available. These were identified by Cronbach & Gleser (1965) and refer, above all, to institutional decisions; they are selection, placement, and classification. Selection may very often be an adequate strategy in the case of admission to university, advancement of talented students, or, more generally, in the case of personnel decisions; but in Educational Guidance and particularly in guidance counselling, placement and classification must be preferred to selection.

The problem of overlapping test values from various groups, for example the Gymnasiasten and the Hauptschüler, demonstrates that every cut-off score is somewhat random. This problem also holds when one uses achievement test scores with cut-off levels in the identification process. One appropriate strategy to use with differential constructs of giftedness is the classification approach as employed by Heller (1970) for the diagnostic separation of different groups of gifted youth in educational guidance and counselling, as well as for the identification of so-called talent reserves. This approach has been implemented in various psychopedagogic applications and elaborated according to cluster analysis (Allinger & Heller 1975; Heller, Rosemann & Steffens 1978; Rosemann 1978; Rosemann & Allhoff 1982).

In the case of the selection strategy, two types of errors are to be noted: (1) alpha errors and (2) beta errors. The alpha error occurs when a person is identified as being gifted for the Gymnasium who actually is not so gifted. The beta error is identifying a student as moderately gifted (for the Realschule) who is actually highly gifted (for the Gymnasium). Unfortunately it is not possible to reduce both errors simultaneously. Depending on the goal and intent of the identification process, one either raises the cut-off score thereby reducing the first type of error (and increasing the rate of the other type of error), or one lowers the cut-off score in an attempt to reduce the second type of error (but causing an increased alpha error). Whereas institutions generally attempt to reduce the first type of error, it is recommended that for individual decisions, the second type of error should be kept to a minimum (cf. Cronbach & Gleser 1965).

In addition to more valid tests, a multi-step procedure - instead of an one-step procedure - can reduce the risk of incorrect decisions; this may, however, make necessary complicated identification designs. When (multi-factor) classification or cluster analysis approaches are to be used, a high degree of reliability and validity should be achievable for the individual diagnosis (Heller & Feldhusen 1986,p.22).

In order to do equal justice to individual needs and to institutional requirements (and to resolve conflicts between them) one in practice often has to find a compromise between several decision alternatives. With younger counsellees (at lower education levels), preference should be given to placement or classification. As the basis for decisions in guidance counselling, a model of sequential counselling as illustrated in figure 1 can therefore be recommended.

In counselling schools and teachers (system counselling) and in counselling individuals (suffering from psycho-social conflicts, behaviour disorders, or learning and achievement problems, for instance), additional methods and strategies, not yet mentioned, are applied. The most important are

- promotion of vocational training for individuals and institutions including supplementary educational training for teachers,
- therapeutic intervention techniques - behaviour modification and therapy, for instance, and client- and problem-centred therapy.

Techniques of this kind are used almost exclusively by psychologists in the school-based psychological services or in the therapeutic counselling services at school and university, the only exception being those school counsellors (Beratungslehrer) who are equipped with a qualification in psychology.

Furthermore, vertical and horizontal mobility within the educational system can be promoted by controlled guidance and counselling, To this end, the strategy of converging expert assessments, with school psychologists,

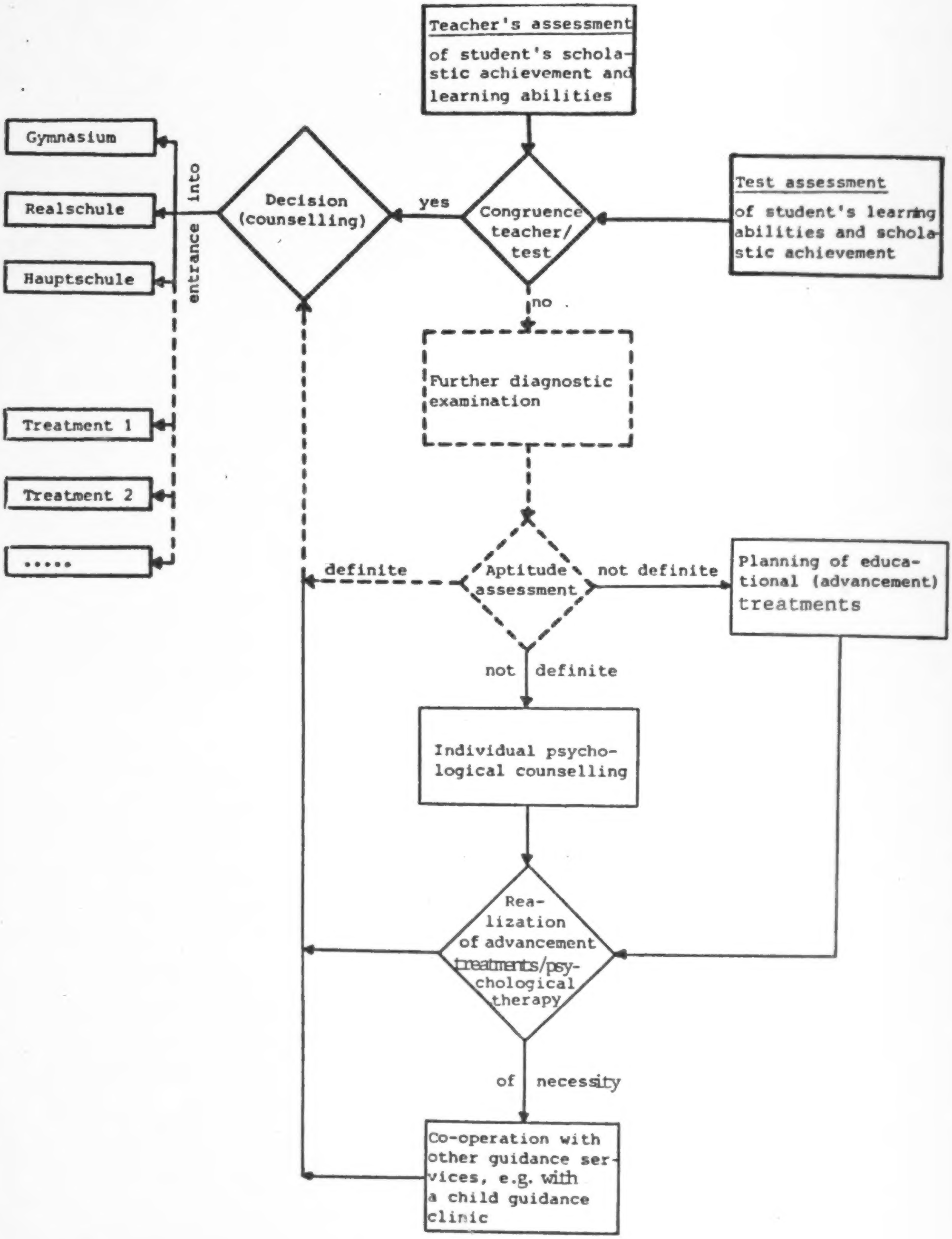
Teacher's assessment
of student's scholastic achievement and learning abilities
Gymnasium
Realschule
Hauptschule
entrance into
Decision (counselling)
yes
Congruence teacher/ test
Test assessment
of student's learning abilities and scholastic achievement
no
Further diagnostic examination
Treatment 1
Treatment 2
.....
definite
Aptitude assessment
not definite
Planning of educational (advancement) treatments
not definite
Individual psychological counselling
Realization of advancement treatments/psychological therapy
of necessity
Co-operation with other guidance services, e.g. with a child guidance clinic

Figure 1: Model of Educational Guidance (by HELLER 1979; cf. Heller & Nickel 1982, p.114)

teachers, and principals being the experts, was developed and successfully applied by the EGS in Baden-Württemberg (Aurin et al. 1968; in addition cf. Kultusministerium Baden-Württemberg 1975, Faulstich-Wieland 1981, Heller 1985).

4. Professional and Assistant Staff in the Educational Guidance Services

Experience with the German EGS shows that the problems experienced in counselling have to be solved primarily through teamwork. Therefore, the personnel of the EGS consists of

- school counsellors (Beratungslehrer) for students in primary and secondary education,
- school psychologists and student advisors.

School psychologists have to have a university degree in psychology, school counsellors one in education; the former are also expected to be acquainted with the basics in education, while the latter have to have elementary knowledge of psychology. School counsellors are primarily teachers working only part-time as counsellors (10 hours per week) with their teaching assignment being reduced from 26 to 21 hours per week (this is not accompanied by an increase in salary); school psychologists, by contrast, work full-time as counsellors. The majority of the Federal states require school psychologists to have obtained two university degrees, one in psychology and one in education, the degree in psychology being mandatory in all of the states. This also applies to psychologists and student advisors working at university level. In keeping with the concepts of the German Council on Education (1970, p. 96), the Fernstudieninstitut DIFF at Tübingen developed a new in-service training programme (part-time) for teachers that leads to the qualification required for school counselling. The study material, distributed to the trainees in correspondence form, deals with the most important topics and methods in the field of educational guidance and measurement and serves, above all, to impart knowledge and competence to the school counsellors-to-be, regardless of the level or programme they will later teach in. In addition, there are supervised direct study elements (training seminars, test diagnostic practica, and other social learning elements) which should develop the necessary skill competence (Deutsches Institut für Fernstudien (DIFF) 1977, 1985, Heller & Vieweg 1983, Aurin 1984).

With the financial assistance of the Federal Minister of Education and Science and the Minister of Culture in the state of Rheinland-Pfalz, a model study of the supplementary training of school psychologists was recently carried out, examining the accessory qualification of psychologists for school counselling (cf. Heyse & Kuhl 1979, Kultusministerium Rheinland-Pfalz 1980). This model offers an additional in-service training for qualified school psychologists (Dipl. Psychologe).

The quantitative development of the EGS' personnel is shown in tables 5 and 6 (school psychologists and school counsellors) and in table 7 (student advisors with training in psychology).

Over the last ten years, the in-school guidance personnel showed the largest numerical increase (cf. tables 5 and 6). This is not necessarily evident if one considers the ratios of school counsellors to students, and of school counsellors to teachers, because the number of students also increased greatly in this period. In some of the states, these ratios even became somewhat less favourable, e.g. in Berlin and Rheinland-Pfalz (table 6). In reality, the ratios may be even less positive because not all of those school counsellors (Beratungslehrer) who are included in these numbers have completed a two-year training programme - as, for example, is offered by the Deutsches Institut für Fernstudien (DIFF course "Ausbildung für Beratungslehrer). For more information about the role problem of teachers as counsellors, see Heller & Vieweg (1983).

Nonetheless, the planned provision for school counsellors in the next five years should clearly improve in some regions, especially when the further decrease in the number of students is taken into account. In contrast to this, a further increase in the number of school psychologists is not to be expected; the psychologist-student ratio can only improve through the decrease in numbers of students along with keeping a constant number of school psychologists in the various states.

At the same time, it is apparent that the role of the school counsellors - hopefully not only for financial reasons - will receive comparatively greater weight.

In a differentiated school counselling system, the co-operation between school psychologists and school counsellors will have to be considered in the planning of personnel with regard to their counselling abilities. The target relationships should be: 1 school psychologist to 5,000 students and 1 school counsellor to 500 students (cf. First General Plan on Education of 1973). The present ratios are a long way from this, although the city-states (Berlin, Bremen and Hamburg) are exceptions regarding school psychologists (table 5).

The number of student advisors has varied little since 1980 (cf. table 7). This is even more regrettable because the number of university students has increased by more than 25% in the Federal Republic in the last 5 years. Correspondingly, the ratio of counsellors to counsellees at the university level is even more unfavourable than it was 5 years ago. Since - with the exception of Berlin - no additional positions for student advisors are to be expected in the foreseeable future, the earliest possible improvement of this bottleneck situation will occur in the nineties (when the number of students decreases again). And even then, the target relationship of 1 student advisor to 1,000 students will only be attained in a few of the states on the basis of the present number of university counsellors.

5. Linkages

5.1. Internal organizational structure of the Educational Guidance Services at school and university

Compared to the VGS, the EGS are much less tightly organized. In addition, the organizational structures of the EGS at school and university clearly differ. Even within the two levels, there exist different organizational models, as was explained in chapter II.1. The technical departments responsible for the supervision of the EGS at school are generally located at the Higher Supervisory Authority for Schools (District President, for example), while the EGS at university often maintain central student counselling services (Central

state	communal services	students 1985	school psychologists 1976	1980	1985	(planning) 1990	ratios 1980	1985
aden-Württemberg	none	1,517,000	40 +24.5**	43 +18**	51	51	1:29,016	1:29,745
ayern	München Nürnberg	1,760,737	27 +15***	27 +15***	41 +20	- -	1:50,475	1:28,864
Berlin	none	193,127	21	44	50	-	1:6,117	1: 3,862
Bremen	Bremerhaven	147,227	19	22	28	31	1:6,692	1:5,258
Hamburg	none	230,000	29	29	29	29	1:10,209	1:7,931
Hessen	none	800,000	80	81	89	89	1:12,752	1:8,988
Nieder-sachsen	none	1,234,200	40	74	79	110	1:19,802	1:15,632
Nordrhein-Westfalen	56	2,864,539 *	95 +119***	50 +160***	235	-	1:15,817	1:12,189
Rheinland-Pfalz	none	562,334	30	46.5	41.5	41.5	1:15,480	1:13,550
Saarland		108,235	5	4 2**	8	no fore-cast	1:25,772	1:13,529
Schleswig-Holstein	Lübeck	302,251	11	21 5	30	25	1:19,267	1:14,744

Table 5: Quantitative development of school psychologist personnel

Legend:
* = incl. occupational schools
** = model schools
*** = communal services

state	students 1985	school counsellors				ratios	
		1976	1980	1985	1990	1980	1985
Baden-Württemberg	1,517,000	450	465	1,300	1,500	1:3,806	
Bayern	1,760,737	4,200	4,200	4,200	4,200	1:505	1:419
Berlin	193,127	185	185	74	-	1:1,454	1:2,610
Bremen	112,405	11	10	9	-	1:14,722	1:12,489
Hamburg	230,000	250 (350)[2]	250 (350)[2]	250 (350)[2]	250 (350)[2]	1:1,184	1:920
Hessen	800,000	(200)[3]	200 [3]	600	600	1:5,228	1:1,3333
Niedersachsen	1,234,200[1]	24	400	1.450	ca.2,500	1:3,663	1:851
Nordrhein-Westfalen	2.864,539[1]	(2000)[4] +72[5]	2098[4] +125[5]	2,000[4] +1,900[5]	ca.2,500	1:1,588	1:1,115
Rheinland-Pfalz	562,334	312	180	550*	550	1:2,130	1:3,124
Saarland	108.235	-	25[6]	23[6]	no forecast	1:6,185	1:4,705
Schleswig-Holstein	302,251	4	150	150	150	1:15,342	1:2,015

Table 6: Quantitative development of school counsellor personnel

Legend:
1) incl. occupational schools
2) in communal services
3) volunteers
4) in Gymnasien (secondary II)
5) in other schools
6) in Hauptschulen
7) in training

state	University Students 1985	Student advisors 1976	1980	1985	(Planning) 1990	ratios 1980	1985
Baden-Württemberg	190,800	29	31	31	31	1:4,747	1:6,155
Bayern	143,225	19	22	25	25	1:4,700	1:5,729
Berlin	77,054	13	24	25	70	1:3,030	1:3,082
Bremen	8,614	-	4	4	7	-	1:1,230
Hamburg	45,240	11	13	13	13	1:2,891	1:3,480
Hessen	104,780	21	15	15	15	1:5,799	1:6,985
Niedersachsen	121,330	-	26	26	35	1:3,351	1:4,667
Nordrhein-Westfalen	345,621	-	68	67	-	1:6,581	1:5,158
Rheinland-Pfalz	59,634	5	5	5	5	1:5,663	1:11,927
Saarland	20,168	10	10	6+2.5	6+2.5 [1]	1:1,078	1:2,521
Schleswig-Holstein	28,403	1	1	2	-	1:20,061	1:14,201

Table 7 : Quantitative development of student advisor personnel (trained psychologists)

Comment: The information for tables 5, 6 and 7 were kindly given to us by the school administration of each state. Unfortunately, the Hamburg school administration was unable to provide us with more recent information. These numbers are, therefore, extrapolated from older information.

[1] 2.5 = 5 half-time working advisors

Student Service, Information Centre, Therapeutic Student Services) and non-central counselling services within the different departments (Programme Counselling) which fall under the jurisdiction of the respective universities.

The different administrative and co-operative connections of the EGS will be demonstrated with the help of two examples. Figure 2 shows the internal organizational structure of a regional EGS in Nordrhein-Westfalen which, in a way, serves as a model. The relative importance of the EGS becomes clearly evident, and the necessity of co-operation between school psychologists and school counsellors on the one hand, and teachers, principals, and other counselling services (for instance, child guidance or vocational guidance services) on the other, is equally stressed.

The organizational structures of the EGS at the different universities hardly follow a uniform pattern. In contrast to school counselling, the field of student counselling has been elaborated less distinctly up to now. This statement applies above all to the EGS' unsatisfactory organizational structures which often seem fragmentary. This may be the reason for the ill-defined role of the student counsellor and for the high fluctuation rate of the counselling personnel at the universities. Taking the complex counselling tasks at university into consideration, a compound system of five functional units would seem to be particularly efficient.

(a) Central Student Service (CSS)

The CSS tasks would include general student counselling, aptitude assessment (assessment of an individual's structure of aptitudes and interests), and advice on the selection of programmes; psychologists would be responsible for these tasks. In addition, the CSS would be the central unit for organizing and coordinating all counselling activities and the unit to be contacted by anyone seeking advice. Also, general information would be gathered and distributed here. The CSS is the core unit for a university's student counselling system.

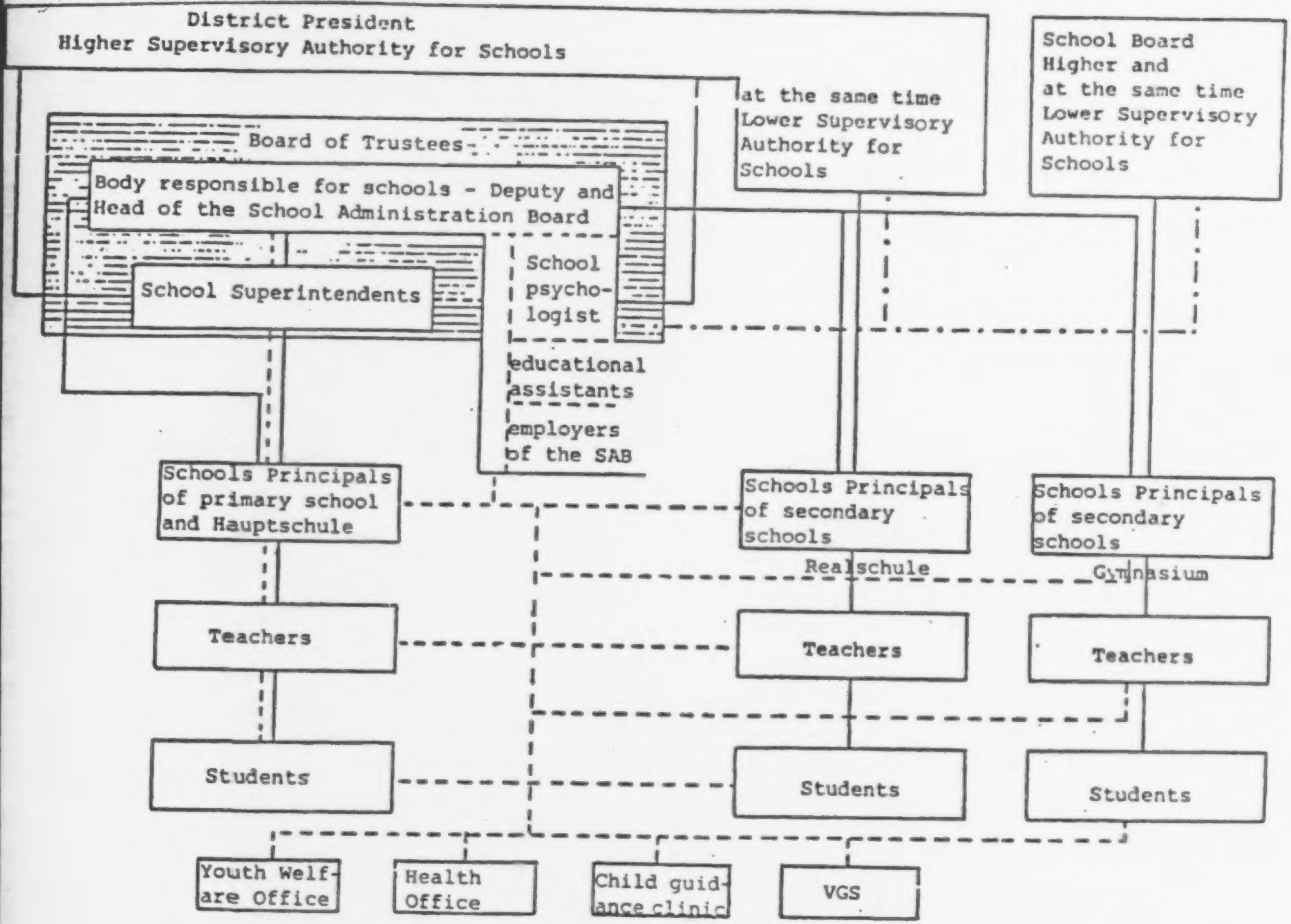
District President
Higher Supervisory Authority for Schools
at the same time
Lower Supervisory
Authority for
Schools
School Board
Higher and
at the same time
Lower Supervisory
Authority for
Schools
Board of Trustees
Body responsible for schools - Deputy and
Head of the School Administration Board
School psycho-logist
School Superintendents
educational assistants
employers of the SAB
Schools Principals of primary school and Hauptschule
Schools Principals of secondary schools
Realschule
Schools Principals of secondary schools
Gymnasium
Teachers
Teachers
Teachers
Students
Students
Students
Youth Welfare Office
Health Office
Child guidance clinic
VGS

Figure 2: Administrative and co-operative connections of a regional EGS (Bielefeld); cf. Kultusminister des Landes Nordrhein-Westfalen 1980, p.110.

Legend:

——— administrative connection

-------- co-operative connection

-·-·-·-· planned co-operative connection

SAB = School Administrative Board

(b) University Information Service (UIS)

The UIS would provide students with information on admission procedures, study prerequisites, study programmes, and qualifying exams and degrees of the particular university, as well as on admission restrictions for those courses for which a numerus clausus exists. Furthermore, the UIS would advise on financial assistance etc. CSS and UIS would therefore be (jointly or separately) responsible for general, i.e. programme-independent, tasks of student counselling.

(c) Department-Based Student Service (DSS)

Programme- and department-specific student counselling, generally carried out by members of the faculty, would be incumbent on the DSS.

(d) Psychotherapeutic Student Service (PSS)

Aside from taking preventive psychohygienic measures, the PSS would counsel students with general study difficulties, and with personal and social problems, and, if necessary, would provide for therapeutic treatment. At the universities, clinically trained psychologists and psychotherapists are already active in this kind of counselling; their number is, however, much too small (compare table 7).

(e) Academic Vocational Guidance Service (VGS)

The academic VGS would inform students of study programmes and of job opportunities and of job requirements as well as helping them to actually obtain jobs; these tasks fall under the jurisdiction of the Employment Offices' VGS departments (see chapter IV).

Not only should these five functional units co-operate closely, but they should also keep in touch with the university's administration and with relevant research centres at home and abroad. Figure 3 shows a model of an integrated student counselling system that was already tested at Ulm University (Heller 1975, p. 709 ff. and Pfau 1975); the development of further concepts is presently under way.

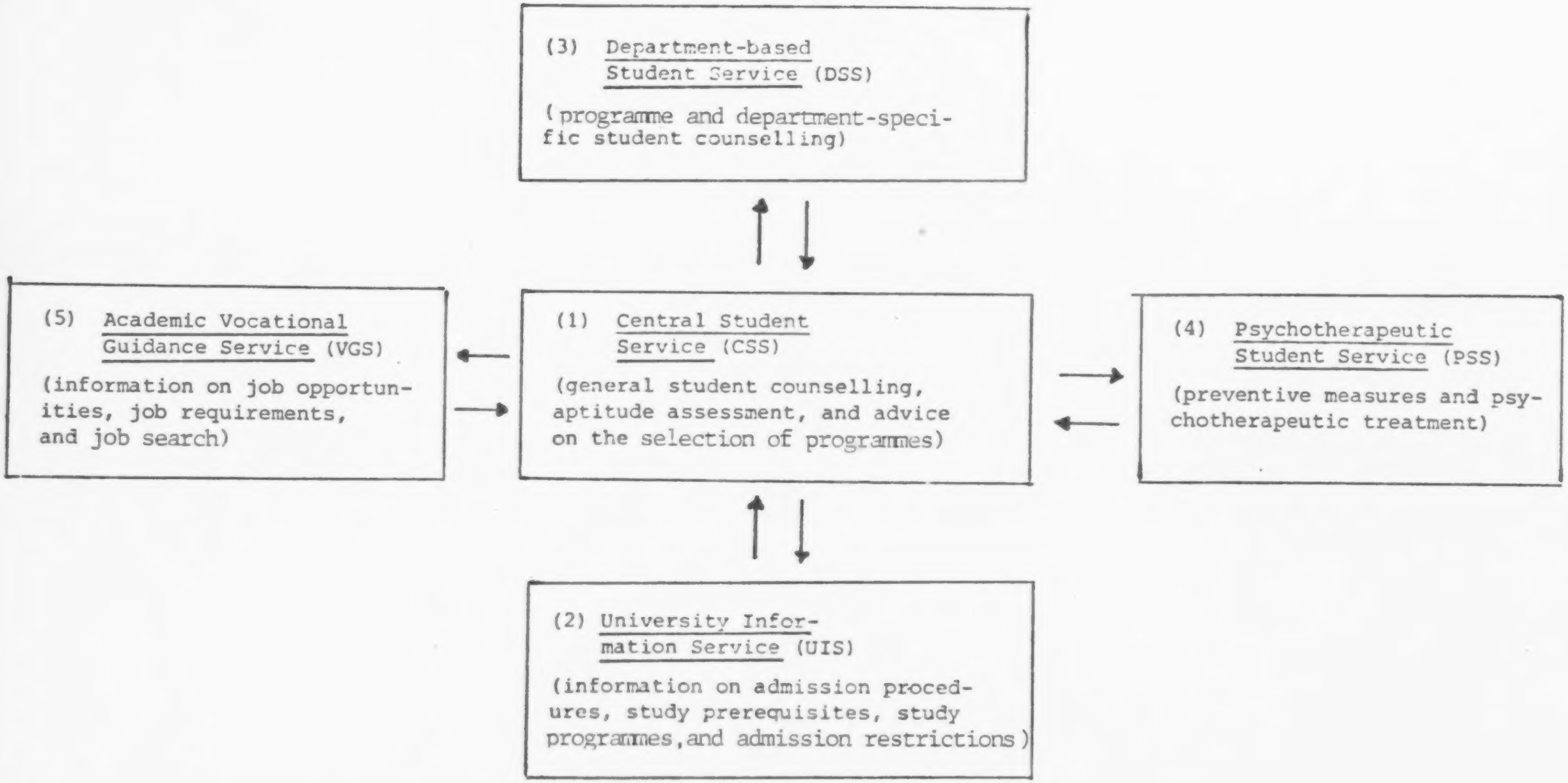
(3) Department-based Student Service (DSS)
(programme and department-specific student counselling)
(5) Academic Vocational Guidance Service (VGS)
(information on job opportunities, job requirements, and job search)
(1) Central Student Service (CSS)
(general student counselling, aptitude assessment, and advice on the selection of programmes)
(4) Psychotherapeutic Student Service (PSS)
(preventive measures and psychotherapeutic treatment)
(2) University Information Service (UIS)
(information on admission procedures, study prerequisites, study programmes, and admission restrictions)

Figure 3: Model of a compound educational guidance system at university level (by Heller 1975)

5.2. Co-operation with services within and outside the Educational Guidance System

In the opinion of most experts today, not only professional counsellors but also the teaching personnel at school and university should - if to a lesser degree - engage in educational counselling. Some commentators even fear that the extension of the psychological EGS will "deskill" teachers in this area and therefore plead for preparing them to a larger extent for general counselling tasks (and, if necessary, for decreasing the number of school psychologists) (cf. Hornstein 1977).

At present, these fears may be less pressing than those concerning a possible stagnation in the development of the EGS. For this reason, psychologists and educationists should work together more closely. This internal co-operation refers to the collaboration of

- the EGS, teachers and schools,
- school counsellors and psychologists,
- the EGS at school and university level.

In addition, there are a number of agencies whose co-operation is indispensable for the EGS because they fulfil supplementary functions which support the EGS and complement their work. External co-operation is most important with

- the vocational guidance and employment service (see chapter IV),
- child guidance,
- social and youth welfare institutions as well as health services, etc.

III. CURRICULAR VOCATIONAL GUIDANCE

The learning processes in schools are aimed at qualifying students to cope with present and future life situations. Undoubtedly, work is a dominant life situation. From this point of view one can say that schools have a duty to prepare young people for the world of work.

It was two decades ago when in the Federal Republic of Germany a specific curriculum covering this task was initiated by the German Committee for Advancement of the Educational System ("Deutscher Ausschuß für das Erziehungs- und Bildungswesens"). Since then this curriculum, called "Introduction into the World of Work" ("Hinführung zur Wirtschaft- und Arbeitswelt", or "Arbeitslehre" in short), has been implemented in the "Hauptschulen" of all the federal states (cf. Wöppel 1984).

In general, this "Introduction into the World of Work" includes a general orientation to the world of work, education in work behaviour and an introduction to vocational choice. It covers up to 5 hours per week in the 7th, 8th, and 9th grades of the "Hauptschulen". Special learning methods include industrial visits, work experience of 1 or 2 weeks' duration, and practical courses in school workshops.

In detail, the curricula differ between the federal states. The following curriculum of the state Baden-Württemberg may be regarded as an instructive example (cf. Bundesminister für Bildung und Wissenschaft 1979):

7th and 8th grade:
- economics (1 h per week)
- technology (2 h per week)
- home economics/textile working (2 h per week)
- cross-curricular project (abaut 40 h per year)

9th grade
- economics (about 30 h)
- economics of a vocational field (about 30 h)
- technology of a vocational field
  or
  home economics/social work of a vocational field (about 90 h)

Related to vocational choice preparation, a cross-curricular project in grade 8 is of special interest. This project, called "Orientation in Occupational Fields" ("Orientierung in Berufsfeldern"), comprises the following sequences:

Sequ.1: instructional preparation for exploring a workshop place (5 h)
2: exploring a workshop place in a firm (3 h)
3: evaluation of the first exploration and preparation for the second exploration of 3 workshop places representing 3 different vocational fields (7 h)
4: exploring the workshop places; 3 optional groups, each group exploring one place (3 h)
5: evaluation of the second exploration and information exchange between the groups (6 h)
6: first "School Talk" ("Schulbesprechung", cf. chap. IV.4.) carried out by a vocational counsellor, dealing with the question "how to make a vocational choice" (2 h)
7: third exploration of a workshop place, if possible each student exploring a place related to his/her preferred occupation (5 h)
8: evaluation of the third exploration, information exchange, and discussing some aspects of vocational choice (9 h)
9: second "School Talk" by a vocational counsellor dealing with problems of realizing a preferred training/occupation (2 h).

The curriculum also provides that the students participate in work experience of 2 weeks' duration after completing the above-described project.

The "Introduction into the World of Work" is carried out by teachers. Most of them are poorly prepared for this task. Their own career has developed in isolation from broad experiences in the world of work and they acquire their knowledge by teaching and participating in short-term courses of further education. But there is an increasing number of teachers who have already abtained special skills at teacher training colleges or universities by selecting relevant disciplines (economics, home economics, social science, politics, technical and textile working) or special courses concerning "Arbeitslehre".

As mentioned, the "Introduction into the World of Work" is only implemented in the "Hauptschulen", and - not surprisingly - the actual instruction does not always function as the written curriculum provides.

In "Realschulen" and in "Gymnasien" there are no special vocational orientation curricula. In these schools vocational orientation has been considered to be a pervasive function of the whole curriculum or at least of a group of educational subjects (social science, economics, geography, history, politics). This means that teachers, when introducing the above-mentioned subjects, have to take account of the occupational aspects of the subjects.

But this strategy of incidental vocational orientation has proved to be ineffective. At present, there are several attempts to supplement the vocational orientation function of the traditional subjects by short-term vocational orientation curricula. In Baden-Württemberg, for example, a cross-curricular project, called "Berufsorientierung in Realschulen", has been implemented. This project has been developed from the above-outlined project on "Orientation in Occupational Fields". But it is not intended to implement a full equivalent to the "Arbeitslehre" in the "Realschulen" und "Gymnasien".

IV. VOCATIONAL GUIDANCE SERVICES

1. Introduction

Vocational guidance in the Federal Republic of Germany is a function assigned to the Federal Employment Institute (FEI) by the Employment Promotion Act (Arbeitsförderungsgesetz). According to this law vocational counselling is the sole and exclusive responsibility of the FEI. Other institutions - including schools and universities - are prohibited from offering individual vocational guidance (see sec. 4 and 29).

The main and foremost principle of Vocational Guidance Services (VGS) is determined and defined in Article 12 of the Basic Law, i.e. the Constitution of the Federal Republic of Germany. This Article guarantees to each and every citizen the free choice of an occupation or profession and a place where appropriate training is to be taken. Therefore, above all, the VGS had to be understood as an institution helping people to realize their Basic Right of a free vocational choice.

Section 1 of the Employment Promotion Act links the functions of the FEI, including those of the VGS, to the social and economic policy of the Federal Government. The declared aims are the achievement and maintenance of a high level of employment and the continual improvement of employment structures with the objective of promoting economic growth. But this economic aim is balanced by sec. 27 stating: "In vocational guidance, the physical and intellectual abilities and the character, inclinations, and personal conditions of the counsellee must be considered."

In accordance with these legal provisions, the basic philosophy of the VGS is to help individuals to satisfy their needs and to develop their personality during their vocational career and, at the same time, to help the economy to cover its manpower demands.

The tasks of the VGS are: vocational orientation (i.e. information and instruction by personal means and via media), vocational counselling, obtaining apprenticeships, and promoting professional training (see sec. 25-32 of the Employment Promotion Act). These tasks are related to the following clients: students in secondary and higher education, and trainees. Young people who want or are forced to enter the labour market without training and young people without jobs after completing training are clients of the Employment Services, provided for through a department of the Employment Offices. All services of the VGS are free of charge.

In organizational terms, the VGS is a part of the FEI, established as a self-governing legal body, and as such separated from the general education and the vocational training system as well as from federations of industry, crafts, and commerce. Therefore, the VGS can be defined as an agency between the educational and the occupational system.

2. Organizational Structure and the Funding of the VGS

The VGS is an organizational part of the FEI, i.e. its various offices (Bundesanstalt für Arbeit 1964). The FEI is a self-governing legal body where representatives of employees, employers, and public institutions decide on policy and on the strategies through which the legally determined functions are to be carried out. The principle of self-government is consequently realized at every administrative level of the FEI. The FEI consists of

- 1 Head Office in Nuremberg (Under the direct control of the Head Office are various special offices),
- 9 regional Employment Offices (Landesarbeitsämter),
- 146 local Employment Offices (Arbeitsämter),
- 483 Auxiliary Offices (Nebenstellen).

This organizational structure indicates that the VGS is bound into an institution that is centralized, extensively subdivided, and comprehensively covering the territory of the Federal Republic of Germany. At each organizational level, the VGS is represented: at the policy level (Head Offices and Land Offices) as well as at the operational level (local Employment Offices and Auxiliary Offices).

At the operative level, the VGS is an organizational part of the Employment Offices which consist of 6 departments:

- Employment Service,
- Unemployment Insurance,
- Vocational Guidance Service,
- Occupational Psychological Service,
- Occupational Medical Service,
- Administration Department.

As a body incorporated under public law, the FEI has its own budget. The budget drawn up by the Executive Board and declared by the Governing Body (Verwaltungsrat) requires the consent of the Federal Government. The budget is financed by contributions from employees and employers. Presently the rate of contribution is 4.6% of the employee's income, half paid by the employees and half paid by the employer. The top level of contribution is determined by the assessment margin of the social pensions insurance scheme, i.e. DM 4,200 at present.

3. Staff of the VGS and Training of the Professional Staff

With regard to the different groups of counsellees, one has to distinguish

- the vocational counsellor for students at the first stage of secondary education,
- the vocational counsellor for students at the second stage of secondary and for students of higher education,
- the rehabilitation counsellor for the handicapped,
- the apprenticeship placement officer.

The counsellors are responsible for vocational orientation (on a group basis) and vocational counselling, the apprenticeship placement officer for training placements. The VGS department is managed by the department chief assisted by section chiefs and "administrative officers" (Sachbearbeiter). The administrative routine work is done by "officials" (Bearbeiter, Hilfsarbeiter). The department chief of the local VGS usually is recruited from section chiefs or vocational counsellors for the second stage of secondary and higher education, the section chiefs from experienced counsellors.

The quantitative development of the personnel of the VGS at the operative level is shown in table 8. This table shows the number of posts authorized in the budget.

The most specialized training of counsellors is that of counsellors for the first stage of secondary education. This training is described below in more depth than the training of the other counsellors. The former ones are trained at the "Fachhochschule des Bundes für öffentliche Verwaltung, Fachbereich Arbeitsverwaltung" (Federal College for Public Administration, Department of Labour Administration) in Mannheim. The three-year programme comprises basic studies of 18 months' duration as well as a 18-month training in specialized seminars and practice-related courses in the Employment Offices. Students in this training programme have to fulfil the following prerequisites: college entrance degree (attained after successfully completing 12 years' schooling), and completing a vocational training of 3 or 3 1/2 years and two years of work experience. The training scheme of the 18 month course in Mannheim is outlined in table 9.

Undoubtedly, this training scheme meets the task requirements of vocational counsellors. Nevertheless, one can criticize the imbalance of the curriculum content. Law and economics are represented by the highest numbers of lectures and seminars. This contrasts with the results of a representative study in which vocational counsellors were asked to rate the significance of vocational counsellors' training content. "Occupational studies", and psychological and pedagogical subjects, ranked much higher than legal or economic subjects (Bußhoff 1986).

The vocational counsellors of the second stage of secondary education and higher education are trained in a one-year course. During this year they spend one semester at the "Verwaltungshochschule" in Speyer (an institution of higher education for post-graduate studies), some weeks in the Administrative Schools of the FEI, and the remaining time in several departments of the Employment Offices. The training scheme can be characterized as being a mini-course in comparison with the one outlined above. The details of this mini-course have often changed in recent years, thus indicating that there are many unsolved problems with it. For those who want to become vocational counsellors

Table 8: Quantitative development of the personnel of the VGS
(according to information from the FEI, Jan. 1986)

Personnel of the VGS	1960	1970	1979	1985
department and section chiefs	212	267	345	353
vocational counsellors for the first stage of secondary education	1039	1305	1812	1600
vocational counsellors for the second stage of secondary and higher education	48	168	610	548
rehabilitation counsellors	--	--	275	361
apprenticeship placement officers	--	--	337	370
adminstrative officers	1162	104	213	229
officials			469	633
assistant officials		1171	1150	1095
total	2461	3015	5211	5189

Table 9 : Curriculum content of the college-based part of the training of counsellors for students of the first stage of secondary education, according to an unpublished scheme running since 1985

	Subjects	45-minute units
Law:	introduction to the legal system, constitutional law, administrative law, private law, judiciary law, social security law, labour law, Employment Promotion Act	427
Economics:	basic concepts of economics, financial policy, labour market theory, labour market policy, system of social security, basic concepts of business economics, firm analysis, job analysis, personnel management, statistics	446
Psychology:	basic concepts of psychology, communication and social interaction, diagnosis and assessment, counselling theory, methods and techniques of the counselling interview, methods and techniques of group counselling	280
Pedagogy:	learning methods and techniques, curriculum development and planning of instruction, vocational orientation measures, microteaching, microcounselling, vocational choice theories, educational policy, andragogy, empirical educational research	246
Sociology:	basic concepts of sociology, social sociology, organizational sociology, social attitudes, socialization, employment and occupational sociology	180
Occupational studies		122
Task-related studies		90
Computer processing		52
Optional courses		150

for students at the second stage of secondary education and higher education, a university degree of any discipline, but preferably in the social sciences, is required.

The rehabilitation counsellors are recruited from experienced counsellors. They are qualified for their special tasks by in-service training and through courses at the Administrative Schools of the FEI. These courses deal with the problems associated with the various kinds of handicap, special guidance problems, methods and institutions of rehabilitation, and the complex legal base of rehabilitation.

The training scheme of apprenticeship placement officers and administrative officers is like that of counsellors in the first stage of secondary education, but the curriculum content is concentrated on legal and administrative matters. Psychological and pedagogical subjects are restricted to an introductory level. Students who want to become placement or administrative officers need only a college entrance degree. After several years of job experience in the Employment Office, they have the chance to become counsellors by in-service training.

4. Strategies, Techniques and Clients of the VGS

The tasks of the VGS comprise vocational orientation, vocational counselling, obtaining apprenticeships, and promoting professional training. These tasks are pursued through several strategies and techniques of which the most important are described below.

(a) Initial school talks (Schulbesprechungen)

"Initial school talks" are instructional, two-hour sessions with a vocational counsellor in which "the most salient matters of concern to young people preparing to choose and enter a vocation are to be discussed" (Bundesanstalt für Arbeit 1969a, I.1.15). As a rule, they take place in the school and address a whole class (class discussion) or groups of students of the same age (age-group discussion). The "initial school talk" is the most important form of direct (personal) vocational orientation through the VGS. They are usually scheduled for the next-to-last school year of the various streams and are didactically linked to the "Introduction into the World of Work" (Arbeitslehre) carried out by teachers. Normally two "initial school talks" take place in every class or age-group; they amounted to 96,159 altogether in the "statistical" year 1984/85 (statistical data in this subchapter are based on information provided by the FEI in Jan. 1986 relating to the "statistical" year from September to August).

"Initial school talks" have two objectives. The first is to impart a basic vocational orientation as a curriculum element of the "Introduction into the World of Work" carried out by teachers. In this respect "initial school talks" deal with such topics as: how to make a well developed vocational decision, how to match one's aptitudes and interests to appropriate occupations, and how to find an apprenticeship. Second, "initial school talks" give the vocational counsellor the opportunity to establish personal contacts with the students and to promote confidence in the work of the VGS, thus stimulating students to use other services offered by the VGS.

"Initial school talks" are considered an indispensable activity of the VGS. Nevertheless, they produce some problems. Studies by Lange & Becher (1981) and Becher et al. (1983) show that very high expectations are placed by students in "initial school talks". Among these expectations are some that can be fulfilled neither by class-oriented interactions, nor by counselling sessions in small groups (see group counselling), and others that are appropriate for group teaching or group counselling but cannot be fulfilled within the restricted time-schedule devoted to the "initial school talks".

Under these conditions it is hard work for counsellors to avoid disappointing students as the above-mentioned studies attest. Unfortunately many counsellors attempt to fulfil students' expectations very extensively. Consequently, a frequent comment made by teachers after attending an "initial school talk" is that "less content would have been more efficient" (Bußhoff 1982).

(b) Individual vocational counselling (Einzelberatung)

Individual vocational counselling is the core activity of vocational guidance. Carried out in the form of person-to-person counselling in the Employment Office, one session takes about 45 minutes.
1,355,210 counsellees attended a counselling session in the statistical year 1984/85 and there were statistically 1.6 sessions on average for each counsellee. In the last two years, 50% to 60% of the students leaving school had used the individual counselling service.

Analysing the counselling process, we can identify three types:
- information-counselling: the counsellee wants only information.
- decision-counselling: the undecided counsellee wants to make some steps toward a decision (the process involves four stages: defining the problem, exploring interests and aptitudes, discussing vocational alternatives, planning and implementation).
- realization-counselling: the counsellee is committed to preferred alternatives and wants help in realizing them (Schaefer 1977, p. 28-57).

If the exploration stage does not provide a sufficiently well-based picture about the counsellee, the counsellor can introduce a psychological assessment provided the counsellee and those responsible for him or her consent to this procedure. The psychological assessment is carried out by the Occupational Psychological Services which constitute an organizational part of the Employment Offices (see chapter IV.1). When the results of the psychological assessment are available, the counsellor arranges another interview with the counsellee. In some cases, team-counselling takes place, i.e. the counsellor, the occupational psychologist and the counsellee co-operate in a counselling session to solve the problem of the counsellee. As the above-cited figures indicate, in the vast majority of cases the vocational counselling process is restricted to one or two sessions. This, undoubtedly, results from the fact that counsellors often are forced to cut off the counselling process in order to give all advice-seeking young people a chance to attend at least one counselling session. The ratio of counsellors to counsellees was 1:540 in the statistical year 1984/85. On the other hand, from the perspective of counsellees, the counsellor is primarily defined as an information source (Bußhoff 1984, p.298 f.), so one can suppose that in many cases one or two sessions may fulfil the counsellees' expectations. In general, it was discovered that the more detailed and comprehensive the interview was, the higher its importance was rated by the counsellees, and that counsellees with a lower level of education evaluated the interview as being more important than did counsellees with a higher level (Kabbert 1982, p. 24 f.).

(c) Group counselling

Group counselling is considered as a "bridging" activity to be inserted between "initial school talks" and individual counselling. It was introduced in 1980 (cf. Bundesanstalt für Arbeit 1980) and since has increasingly been offered by the VGS. In the statistical year 1984/85, 48,606 counsellees participated in 8,725 group counselling sessions.

Group counselling is defined as an immediate and enhanced communication between counsellees for solving commonly shared problems. The primary function of the counsellor is that of a facilitator. The number of participants is restricted to a maximum of seven. Group counselling sessions are usually initiated by the counsellor during the "initial school talks" and take place when enough students sign up for a particular theme or career-related personal problems. The average duration of group counselling sessions is 1 1/2 hours. In theory one can differentiate between theme-centred and client-centred group counselling. In reality the most common form is a mixed one which is partly client-centred but more dominantly theme-centred. That is why the "theme-centred interaction model" of R. Cohn (1980) - enriched by basic Rogerian postulates - functions as the methodological framework. An evaluation study (Esser 1984) shows that there is a need to develop a model closer to the clients' problems (mainly expressed in terms of occupational information deficiency) and to their communication abilities as well as to the working conditions of the VGS (the personnel situation only allows short-term interventions).

(d) Parents' meetings (Elternveranstaltungen)

"Parents' meetings" are designed for the parents of students of the penultimate grade of schooling. The two-hour meetings take place in schools in evenings. Usually, they start with a lecture covering the following topics: how can parents facilitate the vocational choice process for their children, which training and occupational opportunities are available in the area, and which of the VGS services can parents use. Thereafter the counsellor initiates a discussion and stimulates the parents to ask questions concerning the problems with which they are faced.

Since in all studies parents prove to be the most influential factors and the preferred people to talk to concerning vocational choice problems (Bußhoff 1980, Saterdag & Stegmann 1980, p. 81 ff., Kabbert 1982, p. 27) "parents' meetings" are considered to be an important part of vocational guidance. Correspondingly, the number of meetings has steadily increased in the last few years, from 6,989 in the statistical year 1977/78 to 9,502 in 1984/85.

(e) "Contact day" (Präsenztag)

In organizational terms the "contact day" means that the vocational counsellor is periodically present for one day in the schools she or he is responsible for. The length of the intervals varies from some weeks to some months depending on the staffing levels of the local VGS. On a middle-term basis, it is intended to harmonize this practice by offering "contact days" at monthly or even shorter intervals.

During the "contact day", the counsellor can carry out "initial school talks", group counselling sessions, and (initial) individual counselling sessions, as well as co-operating with the headteacher and other teachers, especially the teachers for the "Arbeitslehre", concerning organizational and educational matters relating to preparation for vocational choices.

(f) Media

The personal activities of the VGS are supplemented by the use of media, i.e. brochures, films and slide series, special publications containing up-to-date information, and information provided through the mass media. It is impossible to describe all these media in this context. The brochures which all students receive are:

- "Mach's richtig" which aims to confront students with the basic tasks involved in vocational choice and to instruct them systematically in planning the vocational choice process.
- "STEP-Plus", a computer-assisted programme by which personal traits - based on self-assessment - can be matched to occupations. If the students post the sheet with their self-assessment, they receive a computer printout describing suitable occupations and the relevant training opportunities in the area where they live.
  Without using the computer matching facility, "STEP-Plus" can be used as a self-exploration programme. "STEP-Plus" was tested in two Land Employment Office areas for some years and will be offered to all students from 1986.
- "Beruf aktuell" which contains brief descriptions of all training programmes and occupations suitable for school leavers from the "Hauptschule" and the "Realschule".
- "Blätter zur Berufskunde", a comprehensive series of brochures each describing in detail an occupation and the corresponding training; students receive a limited number of these brochures free of charge if they post an order form inserted in "Beruf aktuell".

For special groups, i.e. handicapped or foreign young people, there are special brochures, e.g. "Auf dem Wege zum Beruf - Ausgabe A" (a brochure for slow learners), "Auf dem Wege zum Beruf - Ausgabe B" (a brochure for the deaf), "Auf dem Wege zum Beruf - Ausgabe C" (a brochure for the blind, printed in Braille), "Mach's richtig"in polnischer Sprache (the Polish version of "Mach's richtig"), "IZ für Ausländer" (vocational newspaper in several languages for young people and their parents from Turkey, Greece, Italy, Spain, and Yugoslavia).

(g) Vocational information centres

"Vocational information centres" are freely accessible and can be used by anyone when they will. They offer a variety of easily understandable brochures and booklets on occupations and professions, short videofilms, series of slides, audiotape interviews, learning programmes and a library. In addition, these centres have group rooms where school classes, teachers groups, vocational trainers, parents and other interested groups can meet and obtain vocational information. Students get some information about the "vocational information centres" and they are encouraged to go there by the counsellor during the "initial school talks". In some states, schools organize the first visit in groups (classes or age-groups) to help the students overcome the reluctance to go there. If so, the vocational counsellor gives some group instruction on how to use the centre before students start to work individually.

By April 1986, 82 "vocational information centres" had been set up: it is planned to set up 141 altogether. Large rural areas are covered by mobile vocational information units on a weekly work basis. 1,038,518 visitors of the Centres and the Mobile Units were counted in the statistical year 1984/85, around 15% of these belonging to the clientele of the Employment Services.

(h) Apprenticeship placement

Apprenticeship placement is carried out by placement officers. In accordance with sec. 29 of the Employment Promotion Act, they have to take care that suitable young people are placed only in training positions that are beyond reproach with respect to professional qualifications, health standards, and educational prerequisites. The placement officers base their recommendations on the assessment of the counsellee given by the vocational counsellor and on the official statements concerning the suitability of the training place given by the authorities which are made responsible for this by the Vocational Training Act, such as Chambers of Crafts, Chambers of Industry and Chambers of Commerce. The placement officer arranges individual contacts between applicants and firms or other apprentice training institutions and supplies the information required. He or she also gives advice and information if the two parties have already come into contact with each other but additionally wish to hear the placement officer's opinion about the suitability of the applicant or the training place before any training contract is signed. In any case, the process of application, the negotiation of the apprenticeship (within the framework of the legal directives of the Vocational Training Act) and the conclusion of the contract depend solely on the employer on the one hand and on the applicant and his or her parents on the other.

If no suitable opportunity for training can be found on a local level, the placement officer contacts other Employment Offices to find an apprenticeship in neighbouring districts, another part of the Land Employment Office area or in areas of other Land Employment Offices. In cases where this so-called "equalization placement" operates, the mobility of the applicants is promoted by grants given by the Employment Offices.

The use of computers in apprenticeship placement ("Compas") is being tested in 2 Employment Offices. It is intended to equip all Employment Offices with a computer for this function.

Still 1985 "apprenticeship placement" has been monopolized by the Employment Offices. But the relevant sec. 4 of the Employment Promotion Act was modified this year in that the FEI can grant a concession on apprenticeship placement to private institutions so long as they fulfil certain prerequisites. This measure is expected to contribute to diminishing the current discrepancy between the number of applicants and of training places. Since all data indicate that this discrepancy will reverse in the nineties (Parmentier 1984) the concession of apprenticeship placement to private institutions has been limited to the end of 1989.

At present, the situation is still critical. There were 769,433 applicants, but only about 710,000 offered training places in the statistical year 1984/85. The Apprenticeship Placement Service of the Employment Offices was involved in bringing together applicants and companies or other institutions offering training places in 442,466 placement interviews.

(i) Organizing pre-training courses

In the Federal Republic of Germany, the educational policy intends that every young person leaving the school after 10 years should have the opportunity to complete a 3- or 3 1/2-year apprenticeship of which the conditions are regulated by the Vocational Training Act. Nevertheless, there are young people who fail to enter an apprenticeship after leaving school, due to personal deficits and/or to the shortage of training places. Addressing these young people, the VGS organizes various types of Pre-Training Courses that last one year. These courses are aimed at impoving the chances of young people to enter an apprenticeship or to get a job. 43,097 young people participated in such courses in the statistical year 1984/85 (Bundesminister für Bildung und Wissenschaft 1985, p. 100).

The curricular structure of the Pre-Training Courses varies depending on the problems of the target groups (e.g. vocationally immature, learning handicapped, children of migrant workers). The course for children of migrant workers (MBSE), for example, intends to effect a cultural and vocational integration at the same time. This course lasts one year and comprises about 500 hours "German Language and General Education", 350 hours basic theoretical instruction and 1,000 hours basic practical training in 3 occupational fields.

One of these types of courses, addressed to vocationally immature young people, shows a decreasing number of participants. The reason is that the "Vocational Preparatory Year" has been established for grade 10 students as an element of the formal educational system. The "Vocational Preparatory Year" has replaced the corresponding Pre-Training Course offered by the FEI. It introduces young people into different occupational fields and allows them, at the same time, to make up the 9th degree of the "Hauptschule". In 1984/85 41,675 students attended a "Vocational Preparatory Year" (ibid., p. 45).

(j) Promotion of vocational training

The promotion of vocational training is concerned primarily with financial aids given in order to support young people in realizing their chosen vocational training. This so-called "individual promotion" depends on the income of the trainee and the earnings of his or her parents. Furthermore the VGS promotes those establishments or organizations which provide facilities for vocational training ("institutional promoting").

In summary one can emphasize the wide variety of tasks carried out by the VGS. This results in many people coming into contact with the service. Therefore it is not surprising that a recently published study has found that 95% of a representative sample of the population of the Federal Republic of Germany know the VGS. According to this study, the image of the VGS is fairly satisfactory: 77% rated the VGS as being the best of all the existing occupational information sources and 56% stated that the VGS was more client-centred while 27% thought the VGS to be more labour-market-centred (Bundesanstalt für Arbeit 1985b, p. 868 f.).

5. Linkages

Sec. 32 of the Employment Promotion Act prescribes that the VGS should co-operate with numerous organizations and institutions such as schools, organizations of employers and employees, social welfare institutions, Health Services, and rehabilitation institutions. These linkages refer to institutions outside the Employment Offices. But the co-operation of the VGS with services within the Employment Offices are worth mentioning too.

5.1 Linkages within the Employment Offices

The most important service within the Employment Offices linked to the VGS is the Occupational Psychological Service. As mentioned above (see chapter IV.4), the Occupational Psychological Service supports the VGS (and the Employment Services) through assessment and counselling. While counselling is carried out in rare cases, mainly in difficult cases, assessment is the everyday work of the occupational psychologist. The latter is introduced by the counsellor - with the consent of the counsellee - if the interviewing diagnosis is considered insufficient to allow a valid assessment. Depending on the advice of the counsellor, two kinds of psychological assessment are performed. The first is assessment by the psychologist. In this case, the psychologist undertakes the testing and interviewing in relation to special questions put by the counsellor and finally writes a report for the counsellor. In order to answer the counsellor's questions, the psychologist selects a test or test battery available on the general test market or developed by the Central Study Group for Research and Development of the Psychological Service of the FEI. The second kind of assessment is done by computer. In this case, a general assessment is requested by the counsellor. The computer assessment covers the domains of abilities and interests. The results are converted by computer into suitability statements and the computer printout is given to the counsellor. In the statistical year 1984/85, 175,000 test examinations were carried out (information from the Central Study Group for Research and Development of the Occupational Psychological Service of the FEI, Jan. 1986).

The Employment Service is another service within the Employment Offices linked to the VGS. Young people who do not desire to undertake vocational training or who are forced to enter the labour market without training - due to personal deficits or to the shortage of training places - are clients of the Employment Services. There are employment officers qualified by in-service training who take care of the young unemployed. In many cases the vocational counsellor and the employment officer co-operate to find the best solution for the counsellee. Since in past years youth unemployment has increasingly occurred after completing vocational training, the vocational counsellor and the employment officer carry out a "team initial school talk" in Vocational Schools in order to discuss with the trainees problems relating to the transition from training to employment. These "school talks" are still in a development phase and they are not yet carried in all Employment Office districts.

5.2. Linkages to services outside the Employment Offices

Special significance is attached to the co-operation of the VGS with schools. For this reason, the Co-operation was formalized in 1971 by the "Rahmenvereinbarung über die Zusammenarbeit von Schule und Berufsberatung" (Basic Agreement on Co-operation between Schools and Vocational Guidance Services) signed at the Educational Ministers' Conference, as well as by special agreements at the regional level. The main topic of these agreements refers to the co-operation between the vocational counsellors and the teachers concerning instructional vocational guidance.

The instructional vocational guidance is implemented within the curriculum of the "Introduction into the World of Work" (Wöppel 1984, p. 156). Great efforts have been made during the last few years to free the "initial school talks" (see chapter IV.4) from the characteristic of being a single event and to incorporate them into the continuum of the teaching-learning process within the school. Prompted by a report on the development of a curriculum for "Vocational Choice Instruction" (Dibbern et al. 1974), model experiments were conducted in several states to test the didactic integration of measures to prepare students for the process of vocational choice carried out by the schools and by the VGS. A summary report of these model experiments (Dibbern 1983) shows that the curricula being developed differ greatly from one state to another and that they are still in a developmental stage. This means that the "initial school talks" can neither be based on a uniform structure nor can rely on the relative stability of the curricula now being developed. Despite the undisputed progress made in the incorporation of "initial school talks" into the school curriculum, in most cases one can rarely speak of a true integration.

In this context one can question whether "co-operation" should mean "integration". Furthermore, it may be problematic to widen the "initial school talks" to the "Vocational Choice Instruction" comprising many periods to be carried out by counsellors as intended by the above-mentioned model experiments. Counsellors are not teachers, and teachers are not counsellors. Each of the partners should play his or her role. The instructional process of vocational choice preparation should remain the responsibility of teachers (Bußhoff 1984b). A school curriculum which provides one or two periods for thematically unstructured discussions between the vocational counsellor and the students, invites questions to be discussed, and provides opportunities to review the discussion, provides a pedagogically justifiable form of continuity in the teaching-learning process. Instead of carrying out teaching tasks, the counsellor should be more frequently present in schools fulfilling counselling tasks, especially since by this it is more likely that individual differences of vocational behaviour can be taken into account. It seems that the VGS now favours this strategy. According to an unpublished paper from the FEI, the "Contact Day" is concidered to be the cornerstone of the future framework for co-operation between the VGS and the schools.

There are some other projects to improve the co-operation between the VGS and other services. One of these worth mentioning is the EEC-promoted model experiment in Kassel. Aimed at promoting the students' transition this running project consequently embraces all the relevant agencies: secondary I schools, vocational schools ("Berufsschulen"), firms and the VGS. Apart from endeavours to integrate didactic measures ("Arbeitslehre", work experiences, initial school talks), particular attention is being paid to the further education of teachers and school counsellors ("Beratungslehrer").

The co-operation between the VGS and the school-based EGS, regulated by the above-mentioned agreements, is not highly developed. Actually, co-operation between vocational counsellors on the one hand and school counsellors (Beratungslehrer) and school psychologists (Schulpsychologen) on the other is more an exception than a rule in stage I of secondary education. In secondary II, linkages seem to be more developed.

This is also true regarding the co-operation between the VGS and the EGS at university level. Formalized by special agreements between university administrations and the VGS, counsellors for the second stage of secondary and for higher education co-operate with students advisers (Studienberatern) on exchange of printed information, organizing lectures about courses and the corresponding occupational careers, and discussions about employment opportunities for professionals.

The FEI has also made an agreement with the top associations of the German Chambers of Industry and Commerce and of the German Chambers of Trades and Crafts. This agreement regulates the co-operation between the VGS and those agencies or bodies which are responsible for the implementation of the Vocational Training Act. It was signed for the purpose of ensuring a comprehensive exchange of information on all matters of vocational training, especially information concerning the suitability of training places.

Linkages between the VGS and employers as well as employees are institutionalized in that employers and employees are represented at all administrative levels of the FEI (see chapter IV.2). Needless to say, the local VGS is in constant contact with employers regarding information exchange, apprenticeship placement, helping teachers to carry out the "Introduction into the World of Work", and organizing industrial visits and work experience for students, industrial visits for counsellors etc.

V. CONCLUSION

Unlike in many other countries the spheres of responsibility of the EGS and the VGS are strictly separated. Due to this fact, the two services have been developed in different ways and face different problems. So far as VGS is concerned, one can claim that there has been an impressive development during the last 15 years. Stimulated by the Employment Promotion Act of 1969, the personnel has been greatly increased, a college-based 3-year programme for the training of vocational counsellors has been established, new guidance strategies and methods have been introduced (Vocational Choice Instruction, Vocational Information Centres, Group Counselling, Contact Days), the use of media has been developed, and there has been an increasing number both of counsellees and of vocational orientation measures. Finally, the introduction of computers in guidance is under way.

But there are indications that this development of the VGS has been somewhat overstretched its resources and that satisfactory professional standards have not been achieved in some fields of vocational guidance. Some studies reveal that the VGS fails to sufficiently fulfil the counsellees' expectations, mainly in the field of information giving (cf.Bußhoff 1980, Lange et al. 1981).

Since vocational guidance is monopolized, all groups of young people seeking vocational advice are potentially clients of the VGS. One can doubt whether a monopolized service is as flexible as is needed to meet the expectations and needs of special groups (e.g. the handicapped or children of migrant workers). But this is speculation.

Concerning teachers' contribution to prepare young people for the world of work, one can claim that teachers are not sufficiently involved in vocational guidance (cf.Bußhoff 1984b). Many studies indicate that - apart from parents, friends, and significant relatives - teachers have the most influence on students' orientation. This fact is not reflected in guidance practice. This is true at least in "Realschulen" and "Gymnasien": the "Introduction into the World of Work" is only implemented in "Hauptschulen". This curriculum needs further consolidation (cf.Dauenhauer 1984) and is a model that should be adapted to the other school types.

Regarding the future development of the VGS, the FEI has announced that intensive endeavours have to be concentrated on qualitative consolidation. For consolidation purposes, the tasks which seem to be given priority are:

- improving the further education and training of vocational counsellors,
- evaluating the use of media,
- improving the "parents meetings",
- transferring information tasks and routine work to computers,
- co-operation with employers to overcome the shortage of training places and the worrying level of youth unemployment,
- co-operation with the EGS,
- co-operation with schools, especially concerning "Vocational Choice Instruction",
- studies evaluating the vocational guidance service.

Regarding the EGS, a broad theoretical discussion on educational guidance has been set in motion, and is showing an increasing tendency to reconcile conflicting points of view. According to this growing consensus, Educational Guidance is, first of all, the task of every teacher at school and university; these will be supported in their work by specially qualified guidance personnel (school counsellors, school psychologists, student advisors) notwithstanding the different organizational structures of the EGS at school and university. In order to bring the quantitative development of the EGS up to the best standards indicated in tables 5-7 within the next decade, enormous financial efforts will have to be made on the part of the Federal states.

According to the Second General Plan on Education (1980), the following measures will have to be taken in order to secure a continous supply of counselling services in every field of the educational system until 1990:

- Extension of school counselling with special regard to guidance counselling, individual counselling and therapy, and system counselling. School counselling addresses itself to students, parents, and teachers.

- Improvement of counselling prior to entering university (i.e. during secondary education II) and while studying at the university.
- Establishing central and regional EGS to secure a complete network of EGS. In addition, the extension of school-based EGS is to be continued and intensified; this applies particularly to schools for handicapped children.
- At the same time, (supplementary) training programmes for guidance personnel (school counsellors, school psychologists, and student advisors) should continue to be developed; the preparation of teachers for their tasks in Educational Guidance should be improved.
- Research efforts should be increased; successful forms of EGS at school and university should, on the basis of a lively exchange of information between research and practice, be tested and continue to be developed; this could be supported by establishing an EGS documentation centre.

The primary goal of all endeavours would, however, have to be the further development of co-operation between EGS and VGS on the one hand and of both and other counselling institutions (child guidance, drug counselling, health service, youth welfare service, and others) on the other. In the light of the present employment situation, close co-operation between the student counselling, vocational guidance, and job placement services seems to be particularly urgent.

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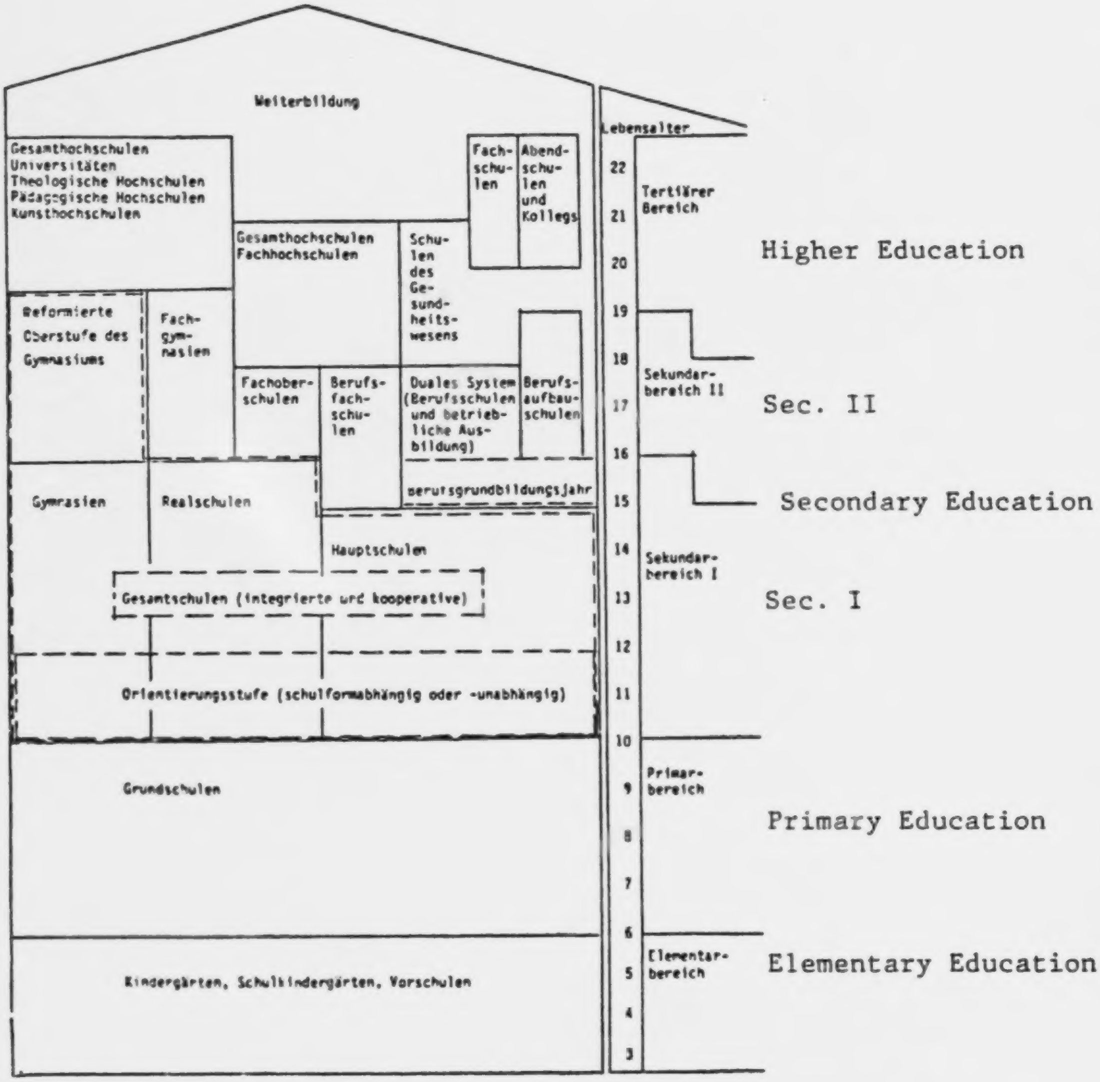
ANNEX

Structure of the Education System
of the Federal Republic of Germany *
(cf. Bundesminister für Bildung und Wissenschaft, Grund- und Strukturdaten, Bonn 1981, p.8)


Weiterbildung
Gesamthochschulen
Universitäten
Theologische Hochschulen
Pädagogische Hochschulen
Kunsthochschulen
Fachschulen
Abendschulen und Kollegs
Gesamthochschulen
Fachhochschulen
Schulen des Gesundheitswesens
Reformierte Oberstufe des Gymnasiums
Fachgymnasien
Fachoberschulen
Berufsfachschulen
Duales System (Berufsschulen und betriebliche Ausbildung)
Berufsaufbauschulen
Berufsgrundbildungsjahr
Gymnasien
Realschulen
Hauptschulen
Gesamtschulen (integrierte und kooperative)
Orientierungsstufe (schulformabhängig oder -unabhängig)
Grundschulen
Kindergärten, Schulkindergärten, Vorschulen
Lebensalter
22
21
20
19
18
17
16
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14
13
12
11
10
9
8
7
6
5
4
3
Tertiärer Bereich
Sekundarbereich II
Sekundarbereich I
Primarbereich
Elementarbereich
Higher Education
Sec. II
Secondary Education
Sec. I
Primary Education
Elementary Education

* - The figure shows the typical structure of the education system of the Federal Republic of Germany. There are differences between the federal states.
- The figure does not show the distribution of students.

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EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES FOR THE 14-25 AGE-GROUP IN THE NETHERLANDS

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A contribution to a study conducted by A.G. Watts, C. Dartois and P. Plant
on behalf of the Commission of the European Communities
(Directorate-General for Employment, Social Affairs and Education)

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I. BACKGROUND

Vocational guidance in the Netherlands was started around 1910 in the Hague with the setting up of a bureau, the aims of which were to provide information and advice to parents on vocational training and to assist in choices of professions.* Some years later, private employment offices were set up on a Protestant or Catholic basis, according to Dutch custom.**

Before World War II, vocational guidance was seen as a 'matching' problem, in which a comparison had to be made between the temperaments of a potential employee and the requirements of a job. Psychological testing was one of the methods used.

After World War II, the government became interested in vocational guidance, and especially in job placement. The first public employment offices were established in 1946.*** In 1948, the Ministry of Social Affairs also became active in the field of vocational guidance and added departments to the employment bureaux with the same tasks as the private vocational guidance centres. By 1973, the number of vocational guidance bureaux was 111 (3 municipal, 8 Roman Catholic, 14 Protestant, 46 employment offices, and 40 sponsored by other organisations). Together, they provided vocational counselling to 132,947 people, divided as follows: aged 10-13, 62.4%; aged 14, 5.8%; aged 15-18, 17.7%; aged 19-24, 7.7%; aged 25-39, 5.4%; aged 40+, 1%. Of these clients, 58.3% were male and 41.7% female.*

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* H.M. Pere: Tussen Arbeidsmarkt en Individueel Welzijn. Culemborg, 1986.

** F. Lander: 'Vocational Training and Guidance for Adults'. Vocational Training, No. 6, September 1981.

*** SLO: Achtergronden, Orientatie op Studie en Beroep en Keuzebegeleiding in het Voortgezet Onderwijs.

Towards the end of the 1950s, secondary schools became more active in the field of vocational guidance. In some schools, a teacher assumed the function of a careers officer (dekaan). They were charged with providing educational and occupational information to the students, and with being a guidance intermediary between the students, the teachers, the school management, and the more specialised guidance agencies. Changes in the educational system influenced by the so-called 'Mammouth Law' of 1968 provided added impetus to the growth in the number of dekanen: there are now about 2,500 in the Dutch school system.**

The history of educational and vocational guidance services in the Netherlands has been accompanied by many reports both from the government and from organisations dealing with, or interested in, the subject. In a report produced by the Inter-Ministerial Steering Group on Careers Guidance and Information, 16 institutions or organisations were mentioned, each with their own ideas and proposals for implementing adequate educational and vocational guidance services.***

A number of problems currently exist in relation to the development of these services:

- Co-operation between the Ministry of Social Affairs and the Ministry of Education. The establishment of the Inter-Ministerial Steering Group in May 1984 was designed to co-ordinate the policies and measures taken in this field by both ministries.

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* J.C. Helbing: 'Career Guidance in the Netherlands'. Vocational Guidance Quarterly, Volume 24 No. 4, June 1976.

** Dekanoloog, Volume 22 No. 5/6, May/June 1985, p.193.

*** Report of the Inter-Ministerial Steering Group on Careers Guidance and Information, Utrecht, November 1985.

- Co-ordination and integration of organisations dealing with the production of information materials on educational possibilities and on the content and development of professions. The National Committee for Information on Academic Studies (LCAS) plays an important role in this field. It has, among other things, to co-operate with the Netherlands Council for Careers Information Events (NRB) established in 1985. This council is responsible for the administration and harmonisation of regionally organised information fairs.

- The relationship between activities in the field of educational and vocational guidance, run by services set up and managed locally or regionally, and the centralised policy of the Dutch government. A new financial structure for private vocational guidance bureaux (1986), changes in the methods of working in public employment services due to the high rate of unemployment, and the developments surrounding the setting-up of Education-Employment Liaison Centres (COAs), will bring this relationship and the way each of these organisations co-operates with one another into a state of flux.

- In spite of the work of the Netherlands Association of Careers Officers, the legal position of these careers officers in schools is still problematic. Reductions in school budgets and in support for activities other than teaching are placing their position under some threat.*

In later sections of this report, attention will be paid to some of these organisations and their activities.

The many organisations dealing with educational and vocational guidance services derive not only from historical accidents but also from the nature of the Dutch educational system. The system is complex and stratified, and students have to make many important choices which may influence their future careers. On paper, the structure seems more flexible than it is in practice.

Compulsory schooling starts at the age of 5 and ends either after 12 years of full-time compulsory education (8 years in primary and 4 years in secondary education), or at the end of the school year in which the student has reached the age of 16. In the latter case, the student must attend one further year of part-time compulsory schooling, comprising two days per week in an institution for part-time education.*

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* Dekanoloog, Volume 22 No. 8, October 1985, p.312.

Primary education lasts eight years (4-12) and is offered in primary schools which may be communally or privately maintained. Many of the private institutions are denominational - Roman Catholic or Protestant. In 1983, 1,534,368 pupils attended primary education.**

At the end of primary education, students have to make their first important decision, choosing between pre-university and general secondary education on the one hand, and vocational education on the other. In 1985, 98,000 boys and 98,000 girls made this choice.***

The first year of secondary school is a transition class and is used to review the appropriateness of the allocations of individual students. The transition year is intended: (a) to allow students to become familiar with their new school environment; (b) for the observation of students; and (c) for advising students. There are two types of transition year: VWO-AVO combined, and LBO. There are also schools with extended transition periods, and combined AVO and LBO transition classes are becoming more common. In 1985, 68.3% of the boys went on to general secondary education (VWO/HAVO/MAVO), and 31.1% to junior vocational secondary education (LBO); 0.6% did not follow any secondary education. For girls, the figures were 78.0% entering general education, 21.2% going into vocational education, and 0.8% undertaking no secondary education. Second-level secondary education was followed by

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* Ministry of Education and Science: The Dutch Education System. Doc. Inform. No. 331E. May 1986.

** CBS: Zakboek Onderwijs Statistieken. 1985.

*** Ministerie van Sociale Zaken en Werkgelegenheid: Schoolverlatersbrief, 1986.

237,426 students in general education and by 233,291 in senior general vocational education.*

98.9% of the students in the higher stages of general secondary education came from the lower stages of general secondary education, and 0.1% from junior vocational training. On the other hand, 49.9% of the students in senior vocational training came from the lower stages of general secondary education, and 36.5% from junior vocational training. As part of their educational planning, students have to make many choices within secondary education:

- Diagnostic decisions have to be made at the end of the 'bridging' year in all schools.
- VWO students must choose seven examination subjects to pursue in the final two years of their courses.
- MAVO and LBO students have to make decisions concerning the six subjects they will study in their final year, each subject being examined at ability levels C and D.

HAVO students must choose six subjects for the final one or two years of their course.

The subjects which students have chosen for their final examination in pre-university schools (VWO) determine which colleges are open to them in higher vocational and university education. In 1983, 143,849 students attended full-time vocational colleges, of whom 81,412 were men and 62,437 women. 160,302 students attended university, of whom 104,907 were men and 55,395 women.

A further aspect of the Dutch situation which is now being widely discussed by representatives of employers, employees and educational institutions, is the high level of youth unemployment, and the measures which have been taken to alleviate this problem.* Also of concern is the high level of student drop-outs from LBO and AVO - i.e. students leaving school without a diploma (table 1).

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* CBS: Zakboek Onderwijs Statistieken. 1985.

Table 1: The drop-out rate from LBO and AVO

	LBO			AVO			LBO + AVO
	m	f	Total	m	f	Total	Total
1980/81	12,199	6,915	19,114	9,855	11,090	20,945	40,059
1981/82	10,118	6,826	16,944	8,262	10,039	18,301	35,245
1982/83	9,337	5,664	15,001	7,942	9,677	17,619	32,620
1983/84	9,284	6,288	15,572	7,489	10,403	17,892	33,464
Percentages							
1980/81	28.8	27.1	28.2	42.8	31.3	35.8	31.7
1981/82	24.6	28.6	26.1	44.0	31.3	36.0	30.4
1982/83	24.1	26.4	24.9	48.3	32.6	38.2	30.7
1983/84	22.5	28.3	24.5	49.3	36.4	40.9	31.2

In a recent report**, one of the causes of the high unemployment rate is seen as being the unrealistic views of the world of work held by students, and, to some degree, the inadequate curriculum in vocational education. The developments in industry due to modern technology find their way only slowly into reforms in vocational education curricula. New transition programmes, new forms of alternance training and an increased number of apprenticeship places have resulted from the measures taken.

To give an idea of the level of unemployment among young people, the figures for the period from 1983 to 1985 are shown in table 2, while table 3 shows the level of unemployment of school-leavers.

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* Ministry of Education and Science: Op Weg Naar een Gezamenlijke Verantwoordelijkheid.

** Ibid.

Table 2: Unemployment rate of young people aged under 23

	Numbers			Yearly fluctuation in percentages		
	1983	1984	1985	1983	1984	1985
	(x 1,000 persons)			%	%	%
Men	131.2	124.4	106.7	16.4	-5.2	-14.2
of whom school-leavers	48.2	48.9	41.5	27.9	1.4	-15.1
Women	117.0	117.5	106.7	17.2	0.4	- 9.2
of whom school-leavers	62.5	65.4	58.8	23.7	4.7	-10.1
Total	248.2	241.9	213.4	16.8	-2.5	-11.8
of whom school-leavers	110.7	114.3	100.3	25.5	3.2	-12.2

Table 3: Unemployed school-leavers aged under 23 as a proportion of the total number of unemployed people at the end of February

Year	Men	Women	Total
1981	20.4	37.6	28.3
1982	25.9	43.8	34.0
1983	29.9	47.8	37.9
1984	33.9	51.4	42.0
1985	34.0	51.8	42.5
1986	32.7	49.8	41.1

In February 1986, the total number of unemployed (aged under 23) was 186,500, of whom 76,600 were school-leavers.

To complete this section of the report, it is important to note the measures that are being taken to reduce the above-mentioned gap between the world of work and the world of education. In spring 1986, the Ministry of Education and the Ministry of Agriculture introduced a policy paper to change the existing structure of junior secondary vocational education (LBO). If the Parliament accepts these changes, there will be new legislation in 1991: until then, junior secondary vocational schools will get the opportunity to experiment with the new ideas proposed in the policy paper. One of the most significant changes will be that these schools will no longer teach for a qualification, but will be totally 'preparatory' in nature. Qualification for a vocation will take place later on in senior secondary vocational education, in the apprenticeship system or in short senior vocational courses. Another important change will be the fact that during the first two years of the proposed system, there will be a minimum of two hours a week set aside for careers education. This latter change will mean that schools will get the opportunity to develop a systematic careers education curriculum.*

Short senior vocational courses (KMBO) are the only form of secondary education in which careers education is currently in the curriculum. These courses started as an experiment in 1979, and at present are offered in 53 institutions. Their main characteristics are:

- They offer a participatory form of education involving experience both inside and outside the school.
- They are organised in such a way that the individual needs of the pupil are the starting-point of the learning process. Each student must be able to make up his or her own individual programme.
- Attention has to be paid to the backward position of girls by improving their traditional forms of education and by allowing them easier access to the traditional boys' training courses.
- The education offered has to be such that it can prepare pupils to participate in a variety of different social contexts and different forms of cultural life, in terms both of personal development and of social preparedness.

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* Ministerie van Onderwijs en Wetenschappen: Concept Beleidsnota: Naar een LBO met Afdelingen. Het Voorbereidend Beroepsonderwijs, 1986.

- The courses have to enable pupils to acquire a broad range of professional skills appropriate to entering work in a broad range of jobs.
- They should also enable pupils to acquire the knowledge, attitudes and skills necessary for participation in more advanced forms of education.

Each student is involved in the regular curriculum, taking up eight hours a week. During the remaining 18 hours, they can choose between: (a) a vocational training programme, or (b) a career decision-making and linking programme. All curricula should have a modular structure, put together through a 'learning agreement'. This agreement may vary from student to student in terms of duration, method of learning, location of learning, and the width and depth of the different components of the modular structure. The programmes are set up in such a way that an average student can complete the course in two years, to which a further year may be added should more time be needed.

The objective of the careers decision-making course is to offer participants the possibility of a broad social orientation. Within this framework, the stress is on vocational orientation. In addition, the course helps students to meet the educational requirements for their chosen vocational goal. Principally, the course is designed to enable students to go on to an apprenticeship or to a short secondary vocational education course. Sometimes a student is encouraged first to complete the initial stage of secondary education. Other courses, including correspondence courses, are also among the possibilities. The course has two distinct elements in terms of objectives: orientation and linking. Characteristic objectives associated with these elements include:

Orientation:

- to increase knowledge and effort relating to the sphere of work and vocations;
- learning to know one's own abilities and limitations in terms of functioning as a person and of practising a vocation.

Linking:

- motivating the participant and making him or her capable of going on to a vocational course or finishing a course which has been interrupted;
- providing the participant with the minimum requirements needed to be able to function in society.

To give young pupils a better chance in the labour market, the government decided in 1983/84 to increase the total number of students allowed to enter KMBO courses from 8,300 to 10,300, and to continue this until 1986.* This measure forms a part of the so-called 'Youth Work Plan' (JWP) which started in 1982.

Another part of this plan has to do with the *apprenticeship system*. This is a nationally accredited vocational training scheme which involves spending three or four days a week learning the practice of a trade, and spending the rest of the week at school. The system is governed by the 1981 Apprenticeship Act. Training is provided under an apprenticeship contract in a company under the guidance of an employer. The practical training is based on a national programme approved by the Ministry of Education and Science. The teaching provided at the school - called apprenticeship training courses - provides a theoretical backing to the practical training. An elementary apprenticeship lasts two or three years; an advanced training usually lasts a further two years. The normal admission requirement is an LBO certificate. About 300 different trades are catered for.

In order to reduce youth unemployment, organisations of employers and employees in 1984 agreed to double the intake of students, until a total of 50,000 is reached in 1987/88. Since 1982, the intake has grown by 49%. The total number of students in the apprenticeship system since 1980 has been:

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* Ministerie van Sociale Zaken en Werkgelegenheid: *Jaarverslag Arbeidsvoorziening*. 1983.

1980: 64,035
1981: 56,230
1982: 49,799
1983: 48,544
1984: 54,325
1985: 62,813*

From 1982/83, each employer taking on an apprentice receives a subsidy of 4,000 guilder per contract per year.**

Other activities included in the JWP are special educational programmes for women - such as Intas, a kind of orientation and linking programme designed especially for girls from the lower grade of secondary vocational education (this had 12,082 participants in 1985) - and special programmes for minority groups. Nearly every town in the Netherlands has one or more of these activities.*** Most are local initiatives.

The JWP also include activities with a focus on the transition from school to work. A publication from the Ministry of Social Affairs**** mentions proposals from three advisory groups published in 1984. Ever since 1980 there has been an increasing interest in confronting the problems of the transition from school to work, and measures have been taken to facilitate this transition. One of these measures, especially in vocational education, has been to introduce alternance training - a model in which learning at school, and learning while practising, take place side by side.

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* Ministerie van Sociale Zaken en Werkgelegenheid: Schoolverlatersbrief. 1986.

** Ministerie van Sociale Zaken en Werkgelegenheid: Jaarverslag Arbeidsvoorziening. 1983.

*** Ministerie van Sociale Zaken en Werkgelegenheid: Atlas van Lokale Initiatieven in Nederland. Werkprojeten en Ondersteunende Instanties, 1984.

**** Ministerie van Sociale Zaken en Werkgelegenheid: Jaarverslag Arbeidsvoorziening. 1983.

Alternance training can be implemented in two ways. The first is a 'learning at work' model, in which an employed boy or girl spends at least 20% of his or her time at school. An example of this pattern is the Dutch apprenticeship system, where the apprentice spends three or four days a week in a workshop learning the practical aspects of the trade, and the rest of the week at school. In the second, converse model, students based in education spend at least 20% of their time in a workshop. This latter pattern can be seen in most schools of senior secondary vocational education and in higher vocational education.* In addition, in the proposals for the junior secondary vocational courses, an orientation period in a workshop is recommended.

Alternance training is seen as part of the guidance and counselling process to give students a more realistic view of the world of work, and to enable them to acquire skills in their chosen vocation. There are three main problems with it:

- The number of places in industry available for students is limited. During periods of economic recession, such as we have just gone through, the number of available openings decreases, and many teachers have difficulty in finding adequate places for their students. Even in the apprenticeship system there is a lack of places.
- There is often no linkage between the work of the school counsellor and the teachers that are responsible for finding a good workshop.
- The curriculum and the guidance system that are being built upon are inadequate. Teachers have no idea of what is going on in the world of trade and industry, nor do employers know what happens in daily school life.

A policy report on alternance training, published by the Ministry of Education and Ministry of Social Affairs in 1981, has not yet been made operational. In this report, some recommendations are made for tackling these problems. Another experimental initiative has been taken in the form of the foundation of Education-Employment Liaison Centres (COAs) in each Dutch province. These centres are to be a platform for discussion, activity and exchange of ideas between local schools, representatives of local industry, governmental organisations in the province, and other institutions working in the field of careers guidance and counselling and the transition from school to work. Two of these centres, in the provinces of Zeeland and Rijnmond, are participating in the second series of pilot projects being carried out in the member-states of the European Community. The objectives of the Zeeland project are:

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* B. de Vries: Leren van Werken, Handleiding voor Buitenschools Leren, 1982.

- The development of a co-ordination centre (COA).
- The development of procedures on work-experience provision in order to achieve a better balance between the demand for places and the supply of placements offered by industry.*
- Work-experience provision for teachers from secondary education.**

In Rijnmond, the objectives of the project are:

- To improve the co-ordination of work-experience placements, and to develop vocational guidance in the curriculum.***

In 1977, when the first series of pilot projects on the same theme were launched, several Dutch organisations participated. The results of these projects**** have found their way into the theory and practice of vocational education, and experiments in this area are still going on. More information on the COAs will be included in Section III.

A diagram of the Dutch educational system is provided as figure 1.

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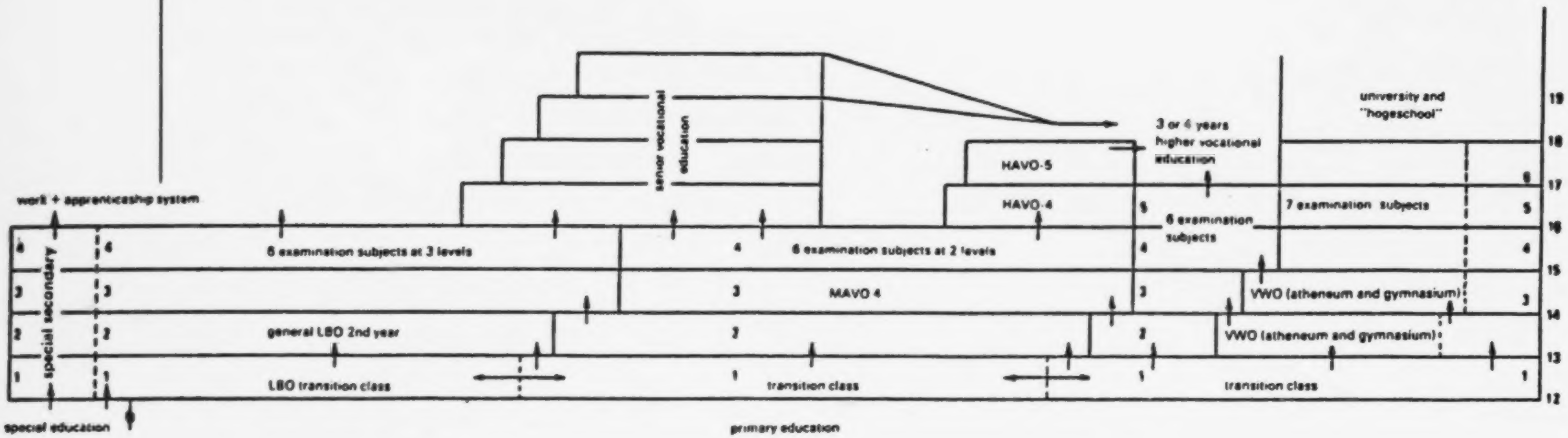
* Contactcentrum Onderwijs Arbeid in Zeeland. September 1985.

** J. Frietman: Docentenstages en Leerplanvernieuwing. November 1985.

*** P.C. van den Dool: Leren in School en Bedrijf. 1984. Also P.C. van der Dool: De Praktijk van Leren in School en Bedrijf. 1985.

**** K. Meyer: Work Experience in the Netherlands: the Learning Location Project. 1984.

Figure 1:
The Dutch educational system


work + apprenticeship system
special secondary
special education
primary education
senior vocational education
6 examination subjects at 3 levels
general LBO 2nd year
LBO transition class
6 examination subjects at 2 levels
MAVO 4
transition class
HAVO-5
HAVO-4
3 or 4 years higher vocational education
6 examination subjects
university and "hogeschool"
7 examination subjects
VWO (atheneum and gymnasium)
VWO (atheneum and gymnasium)
transition class
1
2
3
4
5
6
12
13
14
15
16
17
18
19

A diagram of the situation in what are known as broad-based combined schools, i.e. those which in principle have a common transition class. The dotted lines between transition classes mean that horizontal transfer is possible. If combined schools do not select for LBO, MAVO, HAVO and VWO in the second year this must be indicated by dotted lines in the same way.

II. THE STRUCTURE AND STAFFING OF PROFESSIONAL GUIDANCE SERVICES

1. Introduction

In this section, we will describe the vocational guidance and counselling activities of the various institutions involved both inside and outside the educational system. In order to acquire a better understanding of what is going on, some historical remarks are necessary.

As already pointed out in Section I, all private initiatives in education and counselling historically have a sectarian background, whether Catholic, Protestant or 'neutral'. In general, this means that Catholic schools seek assistance from Catholic services, and Protestant schools from Protestant services. In reality, however, there are no distinctly sectarian activities: there is no 'Protestant testing' or 'Catholic information'. In daily practice, sectarianism is fading away.

A second important point has to do with ideas in Dutch society about 'work'. There is much emphasis on self-realisation as a personal responsibility. Activities in the field of guidance and counselling should be designed to be helpful but not forceful.* Accordingly, many activities have the intention of helping clients to enlarge their freedom of choice.

A third historical point is that in schools the idea is strongly entrenched that every teacher is a counsellor, even in the case of vocational guidance, and that counselling forms an integral part of the curriculum. There are three roles concerned with counselling activities in secondary education:

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* Directoraal Generaal voor de Arbeidsvoorziening: Voortgangsnota Beroepenvoorlichting. March 1982.

- *Mentors*. Most students find themselves attached to a member of the teaching staff of a school. The role of this mentor varies between providing a congenial social setting for the student's life at school to providing more serious help and support for students in times of anxiety, distress, dilemma or failure.*

- *School counsellor*. These tend to develop their roles in the direction of offering expert help with personal problems, rather than with those of educational and vocational development. This means that their work is concerned with the social, domestic, peer-group, sexual, health and other problems which all young people will become concerned with at some stage in their development.**

- *Careers teacher* (*schooldekaan*). These are seen as experts, their main task being to prepare students for their school-leaving choices and transitions. Their role and activities will be discussed later in this section.

There are also various guidance services outside secondary education. A list of the main educational and vocational guidance services in the Netherlands is provided in figure 2.

Figure 2: Main educational and vocational guidance services in the Netherlands

Service	Clients	Main activities
- Mentor (sec.ed.)	aged 13-18/19	- providing a congenial social setting - support in times of failure and anxiety
- Counsellor (sec.ed.)	aged 13-18/19	- individual guidance
- *Dekaan* (sec.ed.)	aged 13-18/19	- information on further education and optional subjects - individual guidance
- Private bureaux (primary ed.)	aged 12-13	- testing and advising

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* B. Law: 'Careers Education and Guidance in the Netherlands'. *Careers and Guidance Teacher*, Spring 1980.

** *Ibid*.

- National Institute for Educational Measurement (primary ed.)	aged 12-13	- testing
- Regional apprenticeship agencies	aged 15/16-20 dekanen	- information - individual guidance - apprentice placement
- Employment agencies	aged 15+ unemployed	- information centre - job intermediation
- Dekaan (higher ed. and university)	aged 17/18-25	- information - individual help

With so many people and organisations involved in educational and vocational services, it is hard to reach clear definitions of the activities that are going on and the people who are or who feel themselves as being responsible for them. Among the activities to be discussed later in this section are:

- providing information on jobs, educational possibilities, school subjects and related courses;
- assessment, incorporating the use of psychological testing;
- offering advice, based on the results of testing and individual talks with clients;
- counselling - helping clients to explore their own thoughts and feelings about their present situation, about the options open to them, and about the consequences of each option;*
- placement - helping clients to achieve entry to a particular job or course;
- careers education - the incorporation of some of the above-mentioned activities, and of the development of the skills necessary for adequate choices, into the school curriculum.

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* A.G. Watts: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in the United Kingdom'. Cambridge: 1986 (mimeo).

2. Guidance Services in Schools

Primary education. Though strictly outside the terms of reference of this report, guidance services in primary education appear to provide such an important part of the context of the other services that some attention must be paid to them. At the age of 12/13, children and their parents have to make the first set of choices that will heavily determine the course of the children's development.

As we have seen, there are two main streams in the educational system: a general stream with a strong emphasis on general subjects, and a vocational stream where the emphasis is more on practical and technical (pre-)vocational subjects. The transfer from primary to secondary education can be based on evidence from four sources: (a) performance in a national test administered each year in more than 60% of the primary schools by the National Institute for Educational Measurement (CITO); (b) a report from the primary school, usually made by the school principal; (c) support from regional or local school support centres, whose main task is to deliver support to schools and teachers on matters of curriculum and teaching practice and to test and help students with developmental adjustment and with learning problems;* and (d) a report from a private vocational guidance bureau, the main activity of which is to administer psychometric tests and to offer advice based on the tests (in 1980, some 60% of the advisory activities of the private bureaux were provided in primary schools).**

Secondary education. Nearly all schools in the secondary educational system have one or more teachers who are specifically concerned with offering educational and vocational guidance services. Although, as pointed out in Section II.1, there can be three different people involved in guidance services within a school, the activities of the careers teachers (schooldekanen) are the oldest and most important ones in relation to educational and vocational guidance services.

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* N. Deen: 'Counsellor Education in the Netherlands'. *International Journal for the Advancement of Counselling*, Volume 7 No. 2, 1978.

** CBS: *Statistiek van de Voorlichting bij School en Beroepskeuze*. 1980 (most recent available statistics).

The task of the dekaan in general is twofold: (a) to provide students with information on jobs, on the educational qualifications required for entry to them, and on how to obtain these qualifications; and (b) to make suggestions about the composition of the range of school subjects which each student has to take. The time available for the counsellor to carry out these activities is limited. It depends on the number of students in the school, the hours the school generally has available for work other than direct teaching (taakuren), and the priorities of the school board.* Though secondary education starts with a transition year mainly designed for orientation and adjustment purposes, the curricular timetable provided in the secondary-education legislation does not mention careers education as a subject. Accordingly, the attention given to the process of educational and vocational guidance differs from school to school.

Most of the schooldekanen are members of the Netherlands Association of Careers Teachers (NVS), which has local groups for those working in LBO, MAVO and MBO schools. The professional association has established an agreement that the time allotments fall on the same day of the week for all schooldekanen, so that they have an opportunity to hold meetings. Some schooldekanen, however, have no time allotment, and many use much of their own time to do their guidance work. The professional association has developed guidelines for the minimum time a *schooldekaan* must have available, and for the total number of *dekanen* which should be provided in schools. For the number of *dekanen*, the suggested formula is one *dekaan* for every 400 students. For the hours that must be available, the formula is

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* C.J.M. Vonk: Studie en Beroepskeuzewerk in de Provincie Groningen. 1985.

$$5D + \frac{Y}{100} \qquad (D = \text{no. of dekaan; } Y = \text{no. of students})$$

Thus if a school has 2,000 students, the number of *dekanen* must be 5 offering a total of 45 hours a week. In a research report by the Amsterdamse Raad voor de Beroepskeuze based on a survey of *dekanen* in the city of Amsterdam, 80% of the schools responded that the number of *dekaanen* was in accordance with the norm, 15% below the norm, and 5% above the norm. In 1982/83, the time available for the *dekaan* was below the norm in 48% of cases, at the norm in 41% of cases, and above the norm in 11% of cases.*

Dekanen use some of their time to consult with colleagues in the school, to meet representatives from the worlds of employment and of further and higher education, and to talk to parents; but the bulk of their time appears to be used in storing and classifying occupational-information literature which students may consult at their own request. Much time is also consumed in providing an interview programme in which students can receive individual help.** In the above-mentioned report from the Amsterdamse Raad voor de

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* Amsterdamse Raad voor de Beroepskeuze: *Verbetering van de Beroepenvoorlichting en Keuzebegeleiding in het Voortgezetonderwijs: Onderzoek naar Mogelijkheden*. Aanbevelingen, August 1981. Aanvulling, October 1982.

** B. Law: 'Careers Education and Guidance in the Netherlands'. *Careers and Guidance Teacher*, Spring 1980.

Beroepskeuze, among the activities to which the dekanen attached the highest priority were:

- assistance in making choices - which stream and which subjects;
- guidance of school-leavers;
- individual talks with students;
- building up a documentation system.

A report from the region of Groningen also mentioned a range of activities, naming the provision of information on choices of educational subjects as the most important one: information on jobs, and assistance in choosing a career, were seen as being less important.*

In both these reports, the lack of time available in schools, the role and position of dekanen in relation to the other teachers and experts, the poor quality of information documentation, the difficulties in gaining a room, a desk or a telephone of their own, all are seen as problems which can make the work of the dekaan difficult. In the future, the position of the dekaan in the educational system could be problematic. In 1985 the government launched a new salary system in education.** One of the consequences of this new system could be that in the light of the decrease in the total number of students in a school, the hours which are now allocated to the dekaan will in some cases be given to another teacher who has been working in the school system for a longer period and who would otherwise be dismissed; in such cases, so-called non-teaching hours (taakuren) must be given to him or her.***

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* C.J.M. Vonk: Studie en Beroepskeuzewerk in de Provincie Groningen. 1985.

** Staatsuitgeverij: Rechtspositiebesluit Onderwijspersoneel, inclusief Herziening Onderwijs Salarisstructuur. Den Haag, 1985.

*** Dekanoloog, Volume 22 No. 7, September 1985; Volume 23 No. 2, February 1986.

In vocational training, mention must be made of educational and vocational guidance services in the apprenticeship system. This service is provided by the so-called Regional Apprenticeship Agencies (ROL). The organisations are grant-aided by the Ministry of Education and Science. The main tasks of the advisors (consulenten) working in these organisations are:

- general and individual guidance for students and careers officers on the educational possibilities offered by the apprenticeship system;
- social-pedagogical counselling of students in the apprenticeship programmes;
- performing a mediatory function between the school system and the world of work.*

Another development in some secondary schools has been the introduction of computers as an aid in vocational guidance. Discussions on this started in 1972 with a report from Grosfeld and Linnartz in which they suggested ways in which the help of a computer could be useful.** In 1980, the University of Amsterdam published a research report which concluded that it would be preferable to introduce the American CIS system (Career Information System) and to make it appropriate to the Dutch situation.***

In 1982, five experiments started in short senior vocational education with the Canadian 'Choices' program. This initiative was taken by the National Institute for Curriculum Development (SLO) and in 1984/85 was extended to cover 75 secondary schools as well as private guidance bureaux.*

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* C.J.M. Vonk: Studie en Beroepskeuzewerk in de Provincie Groningen. 1985.

** A. Grosfeld: 'Een Vergelijking van drie Amerikaanse Computersystemen voor Beroepskeuzevoorlichting en Toepasbaarheid in Nederland'. Beroepskeuze, No. 19, 1972.

*** Ministerie van Sociale Zaken: Beroepskeuze Begeleiding per Computer. Den Haag, 1980.

At about the same time, a second program - Vondst - became available, having been developed by a private guidance bureau in the city of, Heerlen.** The difference between these programmes is that Vondst is based on Dataflex, a data-base system, while Choices is an expert system which incorporates a database on professions and occupations. Vondst is primarily available for counsellors or dekanen, while Choices is open to everybody, through preferably within the setting of a guidance or curricular structure.***

In the city of Leiden, there have been some experiments with a decision-making programme entitled 'Midas' (Multi-attribute Individual Decision Assistance System). One experiment was with students in their first year at the University of Leiden, and ten other experiments were with 5th grade VWO students.

Another development is the establishment of the Information Centre on Occupations and Education (IBO), a department of the Ministry of Social Affairs. This centre possesses a lot of information on professions and education in the form of written materials, pamphlets, audio-visual materials, and so on, gathered over a number of years. The information has to be regularly up-dated and a problem for the department in this respect has been the reduction in the number of its employees. The department has now decided to computerise the information using the Mistral System developed by Bull.*

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* F. Spoek: 'De Computer als Hulpmiddel bij de Processen van Beroepsopleidingsorientatie - Keuze en Begeleiding'. Beroepskeuze, July 1986.

** Vondst: Geautomatiseerd Hulpmiddel bij Keuzebegeleiding. Lelystad, May 1986.

*** J.H.P. Sanders: Computers and Career Decision-Making. Enschede, November 1985.

The latest development in the use of computers has been the announcement from the Under-Secretary of State at the Ministry of Social Affairs of the first stage of a project entitled 'I-See' (Information System on Education and Employment).** This first stage consists of a pilot project, the aim of which is the construction of a database system on open access to clients.***

3. Higher Vocational Education and Universities

As in other European countries, higher education in the Netherlands is growing towards one comprehensive and integrated system, offering everyone an opportunity to take part in further study. In this section, we will pay particular attention to the developments that are taking place in higher vocational education, because they are now clearer than the changes taking place in universities.

In the Netherlands, a flexible higher education system substantially grew in the 1960s and 1970s, resulting in the establishment of more than 400 institutes of higher professional education by the beginning of the 1980s. These catered for more than 200,000 students, with the average institute having a student population of around 500. They usually offered specialisation in one particular sector.

At the beginning of the 1980s, the institutes agreed that there had to be stronger co-operation between these institutes in order to meet the new demands in higher education. Accordingly, the Ministry of Education produced a White Paper announcing new criteria for the continued funding of higher professional education. One of these criteria was that institutes had to register at least 600 students, and preferably more than 2,500. The mergers which resulted from the White Paper are now being implemented and will give rise to approximately 60 institutes of higher professional education. A typical institute will offer a variety of courses to 3,000-6,000 students: some institutes will be very large, with more than 15,000 students. There will also be a few smaller specialist institutes with fewer students, offering unique courses, for example in the arts.*

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* Informatiecentrum Beroepen en Opleidingen (IBO): Realisme of Meer Dan Dat. 1985.

** Uitvoerige Samenvatting van de Toespraak door Mevrouw M.K.A. Kappeijne van de Coppelo (Staatssecretaries van Sociale Zaken en Werkgelegenheid) bij de Opening van het Seminar: School- en Beroepskeuze en Informatietechnologie op 28 May 1986 in Den Haag.

*** Klijnveld, Bosboom, Hegener: Projectplan Pilot Project I-See Nijmegen. February 1986.

In a publication from the Ministry of Education, special attention is paid to the consequences of these changes for educational and vocational guidance services in higher vocational education.** One consequence is that the total number of study possibilities which students will have in their institute will in general be very much wider, while the length of time a student can be enrolled in an institute will be limited, so a wrong choice could be penalised. Another consequence is connected with changes in the funding of higher professional education, and the general decline in the number of potential students. In the light of this, growing competition between institutes to enrol students is likely. This tendency will be strengthened by the policy of the Ministry of Education for both universities and higher vocational education to be more market-oriented. For students it will become more and more difficult to find their way through the many study possibilities, to distinguish between subjective advertisement and objective information, and to make adequate choices. In the publication, the establishment of an independent organisation to produce objective information materials is accordingly recommended.

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* HBO-Raad: Higher Professional Education in the Netherlands. February 1986.

** Ministerie van Onderwijs en Wetenschappen: Studievoorlichting in en over het Hoger Onderwijs. Zoetermeer, January 1986.

In the funding of higher professional education, one dekaan for each 750 students is recommended by the HBO-Raad. In practice, however, there are about 250 careers officers, of whom only 20-25 spend 100% of their time on guidance activities.* The activities comprise:

- providing information and guidance on college and course options, limitations on entrance, grants, and military service;
- providing help and advice on personal problems or problems which have to do with life as a student.**

Most of the activities are bounded within and split-up between the various stages of higher vocational and university education.***

4. Guidance Services Outside the Educational System

(a) Guidance services in manpower agencies

There are 68 local employment offices in the Netherlands. Their main job is to match supply and demand in the labour market. Normally speaking, the staff of each local employment office includes one or more specialists in vocational counselling and occupational information, as well as in vocational counselling of the disabled.*

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* LOS HBO: Het Studentendecanaat in de Nieuwe Hogeschool voor Beroepsondewijs. 1986 (concept).

** HBO-Raad Cahier 4: Studentendecanaat Hoger Beroepsonderwijs. November 1978.

*** LOS HBO: Het Studentendecanaat in de Nieuwe Hogeschool voor Beroepsonderwijs. 1986.

In all, there are 320 vocational counsellors and occupational information officers in the local employment offices. These offices have a high degree of autonomy. Within the general framework stipulated by the central authorities on the basis of priorities set in a national political context, the director of the local employment office has the freedom to develop his or her own policy in line with the situation prevailing in the district.

The activities of the vocational counsellors and occupational information officers thus differ from one local employment office to another, depending on the policy adopted by their directors. In some regions, 'preventive' aspects are given priority, and staff are active in schools, explaining to students the nature of different kinds of occupations, possibly testing their aptitude for certain kinds of work, and indicating the opportunities for finding work in specific fields. In other districts, special attention is devoted to minority groups, while in yet others, the vocational counsellor or occupational information officer may act as a group leader working with unemployed people on the problems associated with unemployment.**

Contacts between secondary schools and the offices are therefore variable. Recently, the problems associated with increasing levels of unemployment have meant that lower priority has tended to be attached to liaison with schools. Another consequence of the increased unemployment figures, and of criticisms both from politicians and from organisations of employers, has been a fundamental change in the way these offices operate, moving towards a more market-oriented approach. This means that more emphasis is now being placed on the placement function, especially the identification of job vacancies and the promotion of the services offered by the offices. In line with the general tendency to reduce the local number of employees working in government services, the manpower agencies are being expected to operate more efficiently and in a better-planned way. The staff are having to be more flexible, and unemployed people who want to make use of the services must in future be able to do so on a self-help basis.*

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* Ministry of Social Affairs: The Vocational Study, Information and Counselling Branch of the Ministry for Social Affairs and Employment. July 1983.

** Ibid.

The client services are now promoted under the name of 'ANS' (New-Style Employment Offices). The offices are split into two parts: a so-called 'open part' which people can walk into and use on a self-help basis; and a 'closed part' consisting of several specialised departments with which clients have to make an appointment. In the 'open part', clients will find:

- a 'job-vacancy corner', with information on jobs that are not filled at the time and for which clients can apply;
- a 'reading corner' with information on education, the content of professions, study grants, wage allowances, and so on;
- an 'information corner' with information on the activities of the office and the ways in which clients can be helped.

The activities of the 'closed part' are mainly directed at people who are unemployed. The most important departments here are:

- intake - this department has a first talk with unemployed people and decides which of the other departments would be in the best position to help them;

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* Ministerie van Sociale Zaken en Werkgelegenheid: Rijksbegroting voor Hetjaar 1985. Hoofstuk XV. Den Haag, September 1985.

- matching - in this department, attempts are made to match vacancies with people seeking jobs;
- intermediation - people working in this department provide help with problems such as inadequate education or insufficient experience, and with practical problems like writing an letter of application or preparing for a selection interview;
- special intermediation - this department helps people with special problems, such as the handicapped, or people with medical problems, or people who are undecided about which career to enter (in some cases, psychological testing is used here).*

(b) Guidance services in private guidance bureaux

In the Netherlands today, there are 37 private vocational guidance bureaux. Of these, 4 are municipal, 8 Protestant, 5 Roman Catholic and 20 'neutral'.** All are partly grant-aided by the Ministry of Social Affairs, and partly supported by the payment of client fees - the level of which depends on the income of the client's parents. Fees charged by private bureaux vary from 150 to 300 guilders.*** The personal assessment does not take longer than a day and consists of written and oral tests, as well as interviews designed to gain an insight into the client's learning capacities, personality and interests. As pointed out in Section I, much of the school-focused work of private counsellors has, until now, been carried out in the final year of primary education.

As a result of a new subsidy regulation introduced from 1 January 1986, replacing the old regulations which had operated since 1962, this pattern of activities is now changing. One of the objectives of the new rules is to increase the efficiency of the process of careers guidance and counselling offered by these offices. Accordingly, only the activities actually performed will be subsidised, not the institution as a whole. It is hoped that this will make it easier for the institutions to pursue their own policies, to compete with each other, and to be more cost-conscious.

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* Bericht van uw Arbeidsburo: Invoering Arbeidsbureau Nieuwe Stijl (ANS). Eindhoven, September 1982.

** CBS: Statistiek van de Voorlichting bij School en Beroepskeuze 1980 (most recent available statistics).

*** Christelijk Bureau voor School en Beroepskeuze: Aangvraag voor Partikulier School-/Studie-/Beroepskeuzenonderzoek.

In future, therefore, private counselling offices will only be subsidised for the activities named in a programme to be published each year by the Ministry of Education and the Ministry of Social Affairs. There are three kinds of activity which may be state-aided, all of which must focus on students aged 16 and over rather than - as previously - on primary-school pupils:

- Activity grants. These might cover extensive or more limited personal assessments, guided personal visits to the 'information corner', and group guidance. The money available for these activities within each private bureau is limited, and has to be contained within a budget allocated by the government to a province (of which there are 13 in the Netherlands), based on the total number of its inhabitants. It is also possible for private bureaux to co-operate and make arrangements with each other to apply for a subsidy based on a joint provincial plan. If they do not do this, and if the total demands from the bureaux in a province exceed the provincial budget, the institutions providing the cheapest activities will get their money first.

- Contract grants. This subsidy is two-fold: one is designed for educational and vocational guidance services in secondary education; the other is designed for clients from the manpower agencies. Both must be based on written agreements. The agreement for secondary schools must be based on at least 20,000 students. Schools have to pay for the activities mentioned in the agreement: they will then receive 7.20 guilders per student from the government, and will charge 1.80 guilders to the students themselves.

- Project grants. This subsidy is designed to support educational and vocational guidance services both in schools and in the employment services if the school or service participates in a state-aided experiment or project in the field of secondary education and/or special intermediation.

Other conditions which have to be satisfied in order to become state-aided are:

- Each bureau must have on duty at least one psychologist with a university degree, and at least one careers specialist who has graduated from one of the two training institutions for careers officers.
- The bureau has to be strongly controlled by an inspector, who will look at the effectiveness and appropriateness of the methods of assessment and advice that are used, as well as at the quality and objectivity of the guidance materials used (including audio-visuals aids).*

Some organisations have already criticised this new subsidy structure. The Netherlands Association of Vocational Guidance Agencies (NVB) and the Association of Vocational Guidance Agencies (VBI) have written to members of Parliament, asking them not to introduce the structure before 1 January 1988 so as to allow opportunities for further discussions in the meantime with representatives of the government. They underline the comments from the Careers Guidance and Information Council (RBV),** which has questioned whether the subsidy and the programme are likely to respond to the desirability, now being stressed by the Ministry, of enlarging the freedom of management of the private guidance agencies. Instead, the Council argues, the rules have become more and more restrictive.

The Council has also criticised the basic philosophy that underlies the structure of activity grants and contract grants. For the activity grants, co-operation between agencies within a province is encouraged; while for the contract grants, competition between agencies is stimulated. The Council argues that it will be impossible for the same agencies to co-operate with each other on one activity and to compete on another. A choice between the two models - of co-operation or competition - needs to be made.

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* 'Rijkssubsidieregeling Beroepskeuzevoorlichting 1986'. Staatscourant, 23 May 1986.

** Nederlandse Vereniging Beroepskeuzewerk en de Stichting Verenigde Beroepskeuze Instituten: Brief aan de Leden van de Vaste Kamercommissies voor Sociale Zaken en Werkgelegenheid en voor Onderwijs en Wetenschappen. 18 June 1986.

The Council has further commented on the ways in which working methods will be subsidised. One of the aims in changing the old rules has been to base the subsidy structure on output rather than on input. Output, the Council suggests, could best be quantified in terms of the number of individual interviews, or the number of assessment reports, rather than through the methods proposed.*

5. Staffing and Training

In order to gain an overview of the staffing and training for people responsible for offering educational and vocational guidance services, we must draw a distinction between those working as a counsellor or dekaan in educational institutions, and those working in private guidance bureaux and employment agencies.

(a) Staffing and training of counsellors and dekanen

The first counsellor education programme was started in 1975 at the University of Utrecht. Until then, counselling in the Netherlands was an activity for practising psychologists only. The aim of the Utrecht training programme was largely a therapeutic one: counselling skills and counselling attitudes were seen as useful ingredients of specialist activities like therapy, testing, etc.** The programme ran on an experimental basis for the Ministry of Education between 1975 and 1980. Each teacher participating had his or her teaching load reduced by the Ministry of Education so that they had two full days off a week, with salary. The courses lasted for 90 days over a period of a year, with an additional eight weeks in the following year. Travel and accommodation expenses, where necessary, were reimbursed by the Ministry.

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* Raad voor de Beroepskeuzevoorlichting: Advies Inzake het Landelijk Programma Beroepskeuzevoorlichting 1987.

** N. Deen and D. de Vries: 'Counselor Education in the Netherlands'. International Journal for the Advancement of Counseling, Volume 1 No. 2, 1978.

With the establishment of the New Schools of Education (NLOs), the responsibility for in-service training for teachers was brought into the NLOs and the Utrecht programme was discontinued. The university department previously responsible for the programme now fulfils a consultative role towards the programmes run by the NLOs, and remains the only research and development unit specialising in counselling studies in the Netherlands.*

With the ending of the Utrecht experiment in 1980, the Ministry of Education ceased to subsidise training expenses: instead, such subsidies now have to come from the teacher's school. This means that, in the same course, there may be some teachers who are supported and some who are not.** The NLO courses are on a one-day-a-week basis, covering 30 days in the first year and 15 in the second.

The courses for _dekanen_ previously run by an academy for careers officers (the Akademie Mens-Arbeid at Tilburg) have also been brought into the NLOs, and this has resulted in the development of joint courses for counsellors and _dekanen_ (LBSD). The NLO in the city of Delft splits up the second year of its programme into separate branches emphasising the work of the counsellor and of the _dekaan_ respectively.

Though there are some differences between the NLOs running these in-service training programmes, in general they all accept - as they state in their report - the philosophy and basic assumptions of the original experiment in Utrecht,* as well as the same basic content:

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* E. Stern: 'A Dutch Contribution to Counselor Education: an In-Service Model'. _International Journal for the Advancement of Counselling_, Volume 8 No. 3, 1985.

** 'Open Brief van de Cursisten LBSD'. _Dekanoloog_, Volume 22 No. 9, November 1985.

- Philosophy and basic assumptions. Activities in the field of guidance and counselling should be integrated into the overall approach of the school. Counsellors should be trained in a highly personal way, i.e. the training process should be a balanced mixture of topic-centred and person-centred experiences. The programme should be open for involvement to teachers from all different streams in secondary education. Experience as a teacher is considered to be an essential asset for entering the course. The programme will aim at the acquisition of basic counselling skills and attitudes. Guidance and counselling in schools should be orientated more towards pedagogy than towards psychology.

- The content of the course. There are four clusters: (1) counselling - theory, practicum and group dynamics; (2) curriculum studies - educational aspects of counselling, introduction of counselling into the school system, theories of social change; (3) sociology and psychology of youth - psychology of decision-making, psychology of the life cycle, encyclopaedia of helping agencies; and (4) dekaanaat - knowledge of the world of work, knowledge of professions, knowledge of educational opportunities, information systems, practicum.

This formulation in the report, however, is in some respects in conflict with the original aim of the Utrecht course. The NLOs seem to have a tendency to take more of a pedagogic than a psychological approach, and to pay more attention to the practical problems of the dekanen.

(b) Staffing and training of people working in private guidance bureaux and employment agencies

Guidance personnel in these centres are mainly either psychologists or careers specialists. Psychologists are trained in a graduate psychology programme in one of the universities: of these, only the University of Amsterdam has a separate speciality in vocational psychology and careers guidance. Careers specialists are trained in two academies for careers officers (the Academie Mens-Arbeid in Tilburg and Deventer): their programme takes four years to complete. Both types of guidance personnel are commissioned by a committee of the Careers Officers Association (VBA) and the Ministry of Labour after one year of supervised work.*

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* See N. Deen and D. de Vries: 'Counselor Education in the Netherlands'. International Journal for the Advancement of Counselling, Volume 1 No. 2, 1978. Also Begeleidingskommissie Opleidingen Leerlingbegeleiding Schooldekanaat: Leerlingbegeleiding in Ontwikkeling, Begeleiders en Opleidingen in Beeld Gebracht Utrecht. January 1986.

As an example, it may be helpful to mention some aspects of the four-year course offered in Deventer. The academy is open for all students certificated with an HAVO or VWO diploma. In 1985, 275 students were enrolled on the programme. In the first year of the programme, all students attend the same courses. In the second year, there is some specialisation, with one branch emphasising job placement and the other emphasising careers advice. During the third year, students spend a period of time in one or more work organisations. These work experiences form an important base for the final year in which students have the opportunity to build their own educational programme or to develop a personal specialism.**

Opportunities for students to find a job in the employment agencies or in the private guidance bureaux are limited. In 1981, when the last available official statistics were published,*** there were 74 psychologists and 231 careers officers working in the private bureaux. No similar figures on the employment agencies are available.

Ironically, students graduating from these academies are not able to work as advisors or as counsellors in schools, because of their lack of appropriate educational qualifications. Some qualified careers officers do however find places in personnel departments in industry.*

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* J.C. Helbing: 'Career Guidance in the Netherlands'. Vocational Guidance Quarterly, Volume 24 No. 4, June 1976.

** H. Menger: Beratersausbildung in Deventer/Niederlande. 1985.

*** CBS: Statistiek van de Voorlichting bij School en Beroepskeuze 1980 (most recent available statistics).

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* H. Menger: Beratersausbildung in Deventer/Niederlande 1985.

III. LINKAGES

1. Introduction

So far, we have described the Dutch educational system and the main people and institutions involved in educational and vocational guidance services. We have also paid attention to some new developments in the employment agencies, the private bureaux and the training of school counsellors and dekanan.

In Section I, mention was also made of 16 organisations each of which had their own ideas and proposals for making educational and vocational guidance services more adequate. The new developments already described and the influence they will have on these organisations are bringing the field of vocational guidance into a period of major flux.

Two other recent developments are of interest. The first is the growing co-operation between the Ministry of Social Affairs and the Ministry of Education. In a policy report published in 1982, they stated publicly that more and more activities in the field of vocational guidance required a closer collaboration between the two ministries.*

As a result of this co-operation, in 1984 the Inter-Ministerial Steering Group on Careers Guidance and Information (ISBV) was set up by both ministries for a period of three years. Its installation can be seen as the second important effort designed to achieve more coherence between the activities of the two ministries. The main tasks of the ISBV will be: to make policy proposals applying to both ministries; to provide coherence and co-operation between those carrying out concrete activities both in and outside schools; and to be in touch with co-ordinating activities performed by both governmental and non-governmental organisations.*

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* Ministerie van Ouderwijs en Wetenschappen en Ministerie van Sociale Zaken: Nota Beroepskeuze - Voorlichting. 1982.

The first activity that the ISBV has just completed has involved building up an overall 'map' of the organisations and institutions involved in the field of careers guidance. In the course of this investigation, a detailed picture has been built of the ideas, policies, and aims of these organisations and the ways in which their activities are linked (or not linked) with those of other organisations.** As an extract from this 'map', a short description of the four professional associations will now be given.

The Netherlands Association of Careers Teachers (NVS) was founded in 1965 with the following aims:

- to promote the provision of information on the educational and career options open to secondary school students;
- to promote educational and vocational guidance;
- to promote the interests of its members in their professional capacity.

The Board of the NVS is principally responsible for determining policy, for adopting a standpoint on the duties, function and position of careers officers in schools, for co-ordinating the work of the NVS and for promoting its interests.

The Netherlands Association of Vocational Guidance Agencies (NVB) was established in 1973. Its forerunner, the Central Joint Committee for Careers Information, set up in 1926, had been a forum for Catholic, Protestant and non-denominational umbrella organisations for non-governmental and municipal vocational guidance services. Most privately-initiated vocational guidance agencies are represented in the NVB. Its aim is to further the interests of vocational guidance work and of the agencies employed in this field, and to assist them in any way possible. Two issues currently receiving attention are the agencies' legal status and quality control in careers guidance work.

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* Ministerie van Onderwijs en Wetenschappen en Ministerie van Sociale Zaken en Werkgelegenheid: Instellingsbesluit Interdepartementale Stuurgroep Studie en Beroepskeuzevoorlichting, May 1984.

** Interdepartmentale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

Funding cutbacks have recently led to problems within the NVB. The executive board consequently resigned and a number of agencies broke away to form the Association of Vocational Guidance Agencies (VBI). The VBI is a co-operative platform comprising the Netherlands Institute for Educational and Careers Counselling in Rotterdam, the GIB in Nijmegen and the Dr Jan Watering Foundation for school and career choices in Amsterdam. The three agencies together account for 20% of the field covered by non-governmental vocational guidance agencies.

The fourth professional organisation, the Careers Officers Association (VBA), was founded in 1980 as the result of a fusion of the Netherlands Association of State-Employed Careers Officers and the Association of Dutch Careers Officers. Its members are qualified careers officers and are registered as such. They are employed either in the private vocational guidance sector or by the regional employment offices.*

2. Counsellors and Dekanen in Secondary Education

As we have seen, there are three different roles in secondary education concerned with guidance, of which the dekaan is the expert on careers guidance. There is no firm evidence on the extent to which these people work or do not work effectively together. But there are bound to be difficulties due to the lack of time for guidance duties, the lack of clarity about the roles and their future development, the way taakuren has to be divided in schools, and so on. It is also likely that students will turn to the mentors for help at times of educational and vocational planning before going to a dekaan because the mentor is in closer and more regular contact with the students.* In some cases, dekanen have begun to experiment with the development of careers education curricula by using periods of time from teacher colleagues: a report from Amsterdam indicated that in most of these cases, this had not been a source of problems, except in senior general education.** An investigation in the province of Groningen found that dekanen also co-operated with and often recommended students to employment agencies, private bureaux and regional apprenticeship agencies.***

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* Interdepartementale Stuurgroep Studie en Beroepskeuzevoorlichting (ISBV): Voorlichtingskaart, April 1986.

In order to make the position of dekanen stronger, the pressure group of the dekanen (NVS) issued a policy document in 1983 advocating an integrated vocational guidance system. This would be organised by establishing a national vocational guidance and counselling centre which would provide services to both counsellors and government. Regional information centres could also be established to improve liaison between the education sector, commerce and industry, and government. Their main responsibility would be to collect relevant data and to supervise and encourage promotional activities, on-the-job training schemes, refresher courses and retraining programmes, the use of media, and the provision of accurate information on educational and vocational options. They would also promote the work of dekanen in the region and of all those involved in mediating between education and employment.*

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* B. Law: 'Careers Education and Guidance in the Netherlands'. Careers and Guidance Teacher, Spring 1980.

** Amsterdamse Raad voor de Beroepskeuze: Verbetering van de Beroepenvoorlichting en Keuzenbegeleiding in het Voortgezetonderwijs: Onderzoek naar Mogelijhkeden Aanbevelingen. August 1981.

*** G. Vonk: Studie en Beroepskeuzewerk in de Provincie Groningen. 1985.

The notion of greater regionalisation has also been mentioned in reports from the Careers Guidance and Information Council (RBV), the Central Association of Regional Agencies (CORO) and the Careers Officers Association (VBA). In the RBV report, regionalisation is expected to bring about improvements by:

- Delimiting the areas served by vocational guidance agencies.
- Reducing the vulnerability of private agencies through mutual agreements on their work (local employment offices would also be involved in these agreements).
- Increasing co-operation in the provision of services and of supportive internal functions.
- Facilitating innovative activities concerned with equal opportunities, adult education, etc.
- Improving public awareness of, and access to, services.

As the main functions for regional centres, the CORO report mentions:

- Registration.
- Documentation.
- The provision of information.
- Careers guidance.
- Mediatory functions (helping students to find adequate working places for the apprenticeship and alternance-training programmes).

These centres would operate in three sectors:

- The first and second stages of secondary education (the field of education).
- The overlap between education and work (the labour market system).

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* Interdepartementale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

- The overlap between educational institutions and labour organisations (the economic system).

The VBA - an interest group whose members are qualified careers officers employed either in the private bureaux or in the employment agencies - stated in their report that the introduction of regional vocational guidance centres would produce a structure with several advantages:

- Linking activities and pooling expertise would help to counter fragmentation and improve the quality of services.
- A national support centre would be able to carry out activities related to public relations, research, the development of materials, etc.
- Competition between agencies would end.
- The public would know whom to approach.

3. Education-Employment Liaison Centres (COAs)

Meanwhile, as mentioned in Section I, a regional Education-Employment Liaison Centre (COA) has been installed as from 1982 in each Dutch province. These centres have started to put some of the ideas about greater regional co-ordination into practice. In a recent report, the state of the art on this part of their aims - namely, promoting greater coherence of activities in the field of vocational guidance - has been investigated.* The main findings were:

- All the COAs started by examining the existing educational and vocational guidance services, including their activities and the materials they were using.
- To promote greater co-ordination of activities, the COAs have attempted to bring around one table the main people and organisations that are involved in the field, including people from CORO, dekanen, and representatives from private bureaux and employment agencies. One result of this activity has been that three COAs are redistributing activities that had been hived off as part of the reorganisation of the employment agencies.

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* B. de Vries: Evaluatie van de Contactcentra Onderwijs Arbeid. June 1985.

- As a second stage of this activity, some COAs have developed greater structural co-operation between organisations. Two COAs have developed a model in which all the activities are brought together and no longer operate in an isolated way.
- As a third stage, intensive co-operation or even mergers are being considered in one COA.
- A further activity which is mentioned as a means of achieving greater coherence is the development of an information and documentation centre. Six COAs are working on this kind of activity.
- A final activity is concerned with the production of information directly designed for students. 8 COAs are working on this. Concrete activities include the development of publications, the development of audio-visual materials, and running careers fairs.

4. Introduction of Information Materials and Fairs

It is remarkable that, in the investigation on the COAs, two organisations actively involved in the production of information materials are not mentioned.* These organisations are the National Committee for Information on Academic Studies (LCAS), and the Netherlands Council for Careers Information Events (NRB) established in 1985. They are not mentioned either in the reports from Amsterdam** and Groningen***, even though dekanen reported that they lacked good, up-to-date information materials.

A report from the ISBV**** foresaw some problems in the co-operation between these two organisations:

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* Interdepartementale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

** Amsterdamse Raad voor de Beroepskeuze: Verbetering van de Beroepenvoorlichting en Keuzenbegeleiding in het Voortgezetonderijs: Onderzoek naar Mogelijkheden Aanbevelingen. August 1981.

*** G. Vonk: Studie en Beroepskeuzewerk in de Provincie Groningen. 1985.

****Interdepartementale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

> 'Problems could arise for the LCAS in having to co-ordinate its actual information activities and probably even integrate them more closely with the existing production functions of others. As a result, the LCAS may well be forced to surrender some of its autonomy. If aspects of its work are taken over by the NRB, for example, which would lead to the development of careers information events in the widest sense, problems may be experienced with regard to the acceptance by the education field of the activities of a council of this nature.'

The NRB has elicited considerable commitment in the field of educational and vocational guidance. However, it is difficult to assess how genuine this commitment - mostly at an administrative level - really is, or to what extent the participants as a group will support a council which continues to develop and change its strategy, since participation may be based on different aims and considerations concerning the instruments used to achieve certain goals. This does not alter the fact that the material which the NRB intends to develop and collect, and the channels through which it plans to distribute this material, makes far-reaching dialogue with the LCAS both necessary and potentially very fruitful.

5. Private Bureaux and Employment Agencies

The consequences of the changes that have taken place recently in the private bureaux and employment agencies are unclear. Both the RBV and the NVB/VBI have, as mentioned in Section II, pointed out problems with the new subsidy structure for private bureaux. The ISVB, however, is more optimistic. In their opinion, it is a breakthrough which in time will undoubtedly bear fruit.* This will not, however, make it easier in the immediate future for the various bureaux to find the best basis for co-operation in relation to their different activities.

As reported in Sections I and II, dekanen have contacts in the field of vocational guidance with the employment agencies and so do the newly-established COAs. Now central government is pulling back in terms of its responsibilities for setting parameters and providing information, its role as a generative force and stimulant is also declining. Above all, dekanen are losing an important source of support. Perhaps COAs can fulfil this role.

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* Interdepartementale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

It is also worth mentioning some examples of different levels of linkages in which private bureaux participate. In the cities of Eindhoven and Helmond, for example, private bureaux are a department of the local school support centre. In primary schools, as a result, the work formerly done in a separate way in the field of educational and vocational guidance is now integrated.

An example of cross-fertilisation is to be found in the VBI. This is a co-operative platform comprising three private bureaux with their subsidiaries in Rotterdam, Nijmegen and Den Haag. These three agencies are committed to the following:

- collaborating with and assisting each other;
- exchanging information among themselves;
- providing information on vocational guidance work to others;
- developing new fields of work and improving the quality of their services;
- improving the distribution and efficiency of their services.*

Another example is the Council of Vocational Guidance in Amsterdam. The task of the Council is to advise the Amsterdam local authorities on all affairs concerning educational and vocational guidance, advice about schools and other educational possibilities, the collection and dissemination of information in this field, etc. Members of the Council comprise: representatives of the private bureaux and the employment agencies; dekanen from the university; representatives from employers' and employees' organisations; and a few officials from the municipality. Examples of the activities of the Council include: the organisation of excursions and visits for dekanen and careers officers to industry and schools; the distribution of a newsletter with information on new developments, new courses and training possibilities, and developments in the labour market; short courses on new developments in the use of computers in vocational guidance; the production of information materials; and the co-ordination of an information centre.*

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* Ibid.

The report of the ISBV mentioned earlier makes some general comments on the linkages between all these various organisations. The ways they are linked vary considerably: some participate in each others' boards; others exchange ideas and meet each other in working groups, or are trying to connect with each others' activities more effectively. Though there is a 'top four' among these organisations - NVS, LCAS, NRB and RBV - further investigations on linkages and on the contribution of all the organisations working in the field of educational and vocational guidance services are needed.**

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* H. Vijn: The Amsterdam Council of Vocational Guidance. May 1986.

** Interdepartementale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

IV. CONCLUSION

Developments within the Dutch educational system in the field of educational and vocational guidance are so many and so recent that it is hard to draw clear conclusions. It is still an open question as to whether all these measures, ideas and new ways of funding will make the services more effective or not.

The measures taken by the government are not based on a common idea of how to meet the needs for educational and vocational guidance. One can also ask who is to feel responsible for the actions that have to be taken. It is too easy to say that the main problem has been to do with the Dutch tradition of freedom to set up agencies, or with the predominance of the psychologists with their strong emphasis on the development of the client's self-image, as the main factors behind the unsatisfactory condition of vocational guidance in recent years.

Counsellors and dekanen in the educational system are confronted with many practical problems: less taakuren, building up good relationships with external institutions, being accepted by teacher colleagues, lack of adequate and up-to-date information materials, and so on. Though they are employees of the Ministry of Education, they do not receive any special facilities, and in the light of reduced budgets, fewer students and the changes in the salary structures, this unpleasant situation is likely to remain.

The hand of the government can also be seen in the two initiatives from the Ministry of Social Affairs. The role of the public employment agencies has long been of concern to the organisations both of employers and of employees.* These problems became urgent when the number of unemployed people increased, and the number of staff working in the bureaux declined. Vocational guidance in the bureaux is guided by the needs of labour supply.* Their main focus is helping the unemployed. In future, there will be no special role for the bureaux in offering educational and vocational services to schools. In the report from the ISBV,** the bureaux are hardly mentioned.

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* Ministerie van Onderwijs en Wetenschappen: Op Weg naar een Gezamenlijke Verantwoordelijkheid. June 1984.

What will happen to the role of the private agencies after the introduction of the new subsidy structure is unclear. In the opinion of the government, there will be more freedom for the agencies to be more efficient, to pursue more easily their own policies, to compete with each other, and to be conscious of the expenses they incur. But the agencies themselves do not believe this will be the case. There is also a conflict with the wishes of the Ministries both of Education and of Social Affairs that the organisations should co-operate with one another.

Co-operation between organisations is currently a live topic among all the organisations mentioned in the ISBV report. So is regionalisation. In practice, however, only a few organisations are directly working on this latter theme: the COAs and the Amsterdamse Raad voor de Beroepskeuze. Perhaps there will be a role for the ISBV itself, as noted in its report:

> 'Attention has become more sharply focused on matters at regional level and on the co-ordination problems on all fronts which accompany this trend. The main concern of the Ministries and the Inter-Ministerial Steering Group could be to promote co-ordination and to provide the means of achieving it. In other words, greater attention could be paid to the quality of the overall service in a given region rather than to that of individual services for which different ministries are responsible. Priority should be given to devising an appropriate means of testing quality which would take into account the differences between the regions and the various responsibilities of the different Ministries. This would

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* H.M. Pere: Tussen Arbeidsmarkt en Individueel Welzijn. Culemborg, 1986.

** Interdepartementale Stuurgroep Studie en Beroepskeuze Voorlichting (ISBV): Voorlichtingskaart. April 1986.

> conform to the government's views on quality. It would represent a breakthrough if an inter-ministerial steering group managed to formulate criteria in this way and apply regulations to the benefit of such quality standards. The trends which can now be distinguished point more and more clearly to the need for this approach in the fields of education and vocational guidance.'

This last sentence, in particular, makes it clear that the ISBV sees an important role for itself, and the quotation also seems to point to further initiatives from the government. Perhaps this will bring to an end the jockeying for position on the part of the various organisations involved, pressurising them to co-operate in a more practical way, and perhaps even reducing the total number of organisations involved in the careers guidance field. For a small country, there seem to be too many of these organisations: the Netherlands has a tradition of establishing organisations and committees for each problem we encounter. The government seems now to be aware of this tendency and to be trying to reduce the bureaucracy it breeds.

GLOSSARY

ANS	New-Style Employment Offices
AVO	secondary general education
CITO	National Institute for Educational Measurement
COA	Education-Employment Liaison Centre
CORO	Central Association of Regional Agencies
HAVO	senior general secondary education
IBO	Information Centre on Occupations and Education
ISBV	Inter-Ministerial Steering Group on Careers Guidance and Information
JWP	Youth Work Plan
KMBO	short senior secondary vocational courses
LAVO	elementary secondary education
LBO	junior secondary vocational education
LBSD	joint courses for counsellors and *dekanen*
LCAS	National Committee for Information on Academic Studies
MAVO	junior general secondary education
MBO	senior secondary vocational education
NLO	New Schools of Education
NRB	Netherlands Council for Careers Information Events
NVB	Netherlands Association of Vocational Guidance Agencies
NVS	Netherlands Association of Careers Teachers*
RBV	Careers Guidance and Information Council
ROL	Regional Apprenticeship Agencies
SLO	National Institute for Curriculum Development
VBA	Careers Officers Association
VBI	Association of Vocational Guidance Agencies
VWO	secondary general education (pre-university)

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* The Inter-Ministerial Steering Group on Careers Guidance and Information (ISBV) translates the title of this association as 'National Association of Careers Officers'. The term given here seems more accurate, however, and also distinguishes the association more clearly from the VBA.

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